

Appendix 2

York Northwest Area Action Plan

DRAFT BASELINE REPORT

September 2007

City of York Council



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Planning Design Economics

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1.0 INTRODUCTION

- 1.1 Under the new Local Development Framework (LDF) system, Development Plan Documents (DPDs) should be based on a clear understanding of the area, what makes it distinctive and the key social, economic and environmental characteristics that help define it. Furthermore, in order to demonstrate soundness, the proposals within the AAP need to be founded on a robust evidence base.
- 1.2 The purpose of this Baseline Report is therefore to set out the key social, economic and environmental characteristics relating to York Northwest and to provide a summary of the evidence base, which has been used to inform the production of the York Northwest Area Action Plan.
- 1.3 This evidence base draws upon the following documents:
- National Planning Policy Documents;
 - Regional documents, including inter alia the Regional Spatial Strategy, and the Regional Economic Strategy;
 - Local (city-wide) documents, such as the City-Wide Open Space, Sports and Recreation Study, the York Housing Market Assessment, the Local Transport Plan 2006-2011; and
 - Site specific documents, which provide detailed information and evidence relating to the York Northwest Area, York Central and British Sugar.

Background

- 1.4 In autumn 2004 the Government introduced a new planning system into this country via the Planning and Compulsory Purchase Act 2004. For local authorities such as York this new system introduced a range of planning documents collectively known as the Local Development Framework (LDF). The LDF is effectively a folder containing a range of documents including a Core Strategy which will provide the overall planning vision and strategy for the City and will be closely related to the Community Strategy.
- 1.5 The Core Strategy should contain clear and concise policies for delivering the strategy which will apply to the whole of the local planning authority's area or to locations within it, but it should not identify individual sites. These should be dealt with

under the Site Specific Allocations Development Plan Document or Area Action Plan Development Plan Documents.

- 1.6 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 will be 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.
- 1.7 The Council has already started work on a Core Strategy for York and the Issues and Options (II) for this strategy will shortly be available for public consultation. An initial Issues and Options document was the subject of public consultation last summer.
- 1.8 York Northwest is a major regeneration area which will come forward for redevelopment in the next few years. As such it is considered appropriate to produce an Area Action Plan to provide context and guide its redevelopment. The Issues and Options report has been prepared to inform consultation with all those with an interest in York Northwest. It outlines the issues relevant to the area and raises questions on future options for those consulted to consider.

Area Action Plan Preparation Process

- 1.9 The Council must follow a set process in producing Development Plan Documents such as Area Action Plans. Guidance is provided by the Government on the approach to be taken for the preparation of Development Plan Documents, and this sets out a four stage process. The four stages are as follows:
1. Issues and Options;
 2. Preferred Options; and

3. Submission Area Action Plan.
 4. Adoption
- 1.10 Before the Area Action Plan Issues and Options document was prepared it was necessary to collate baseline information for the area. This process started some time ago and the purpose of this report is to summarise the extensive baseline findings. The Baseline report sets out the national, regional and local context and draws on a number of evidence base documents, such as York's Housing Market Assessment and the Open Space, Sport and Recreation Study. It forms a basis for identifying key issues and potential options for York Northwest.
 - 1.11 The Issues and Options Report seeks to identify the key issues relevant to the area and consult on alternative options as to how the area could be developed. Consultation on this document forms the first stage in the community consultation process.
 - 1.12 The next part of the Area Action Plan production is the development of the Preferred Options document. Taking on board comments received as a result of the issues and options consultation process the Council will produce a document which sets out the Council's preferred option for York Northwest. This document will then be published for consultation.
 - 1.13 The Council will then consider and discuss representations on the preferred option consultation, before preparing a Submission 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 Planning Inspector will deliver a binding report to the Council after which the plan can be adopted.

York Northwest

- 1.14 York Northwest comprises two distinct and significant brownfield development sites 'York Central' and the 'British Sugar' site. While these sites are not currently connected they are located in close proximity (around 0.7 km) and lie adjacent to the rail network. Given the size and proximity of these sites, a comprehensive development strategy, which considers both sites together, is essential.

A Comprehensive Planning Approach

- 1.15 The comprehensive approach to the York Central site arose due to a number of factors in the late 1990s. Thus as large areas of vacant land previously used by the rail and related industries began to become redundant, development interest in the area began to emerge.
- 1.16 This interest, together with a number of other factors, including:
- an increasing shortage of land for new employment and residential development within York;
 - an emerging policy emphasis, centred upon regeneration of previously developed land, in preference to greenfield site development;
 - a strong desire within the City of York Council to seek to minimise the need for green belt land releases; and
 - concern over the ad hoc nature of the development coming forward at York Central

led to a realisation of the emerging potential of the area as a comprehensive development opportunity which could make a major contribution towards meeting the City and Region's economic, social and environmental objectives.

- 1.17 York Central comprises in excess of 100 separate parcels of land held within approximately 20 different land ownerships, all of which have a role to play in bringing forward the development of York Central. The majority of land within York Central is owned and controlled by two major landowners, Network Rail and The National Railway Museum (under the ownership of The National Museum of Science and Industry).
- 1.18 The City of York Council is committed to ensuring the whole York Northwest site is developed comprehensively. It is considered that the very high costs associated with bringing forward development on the two sites combined with the need to meet strategic employment and housing targets, mean that only through comprehensive development can an acceptable form of development be achieved.
- 1.19 Due to the costs which are likely to be associated with developing new accesses to the site and carrying out remediation, it is not considered that this could be achieved on the back of small isolated development proposals but requires a comprehensive approach which treats the whole York Northwest area holistically. The strategic

opportunities for the City, which are presented by the two sites would not be realised by a piecemeal approach to disposal and development. Opportunities for a modern extension to the City, with well planned pedestrian and public transport links, which are fundamental to the successful strategy for the area, would be missed.

- 1.20 At York Central, to avoid a piecemeal approach and to ensure that a comprehensive approach could be taken to development, an agreement has been signed by the main landowners and in this way the issue of multiple ownerships restricting the comprehensive development of the site have been minimised. Nevertheless some land assembly issues remain and will need to be addressed in due course, potentially through compulsory purchase, to ensure the deliverability of a comprehensive development scheme.

The York Northwest Area

- 1.21 York Northwest offers an exceptional opportunity for redevelopment that will complement the city's historic core.
- 1.22 Among the challenges facing the City is the need to provide the high quality land required to secure the future economic well being of the city, whilst also minimising the loss of valued green spaces. In this context the Council places a high priority on the use of previously developed land, particularly in the centre where there is the greatest opportunity to reduce the need to travel by private car. Given its brownfield status and its sustainable location, York Northwest clearly has the potential to meet a number of York's future development needs.
- 1.23 Details of the two distinct sites, comprising the York Northwest AAP area are provided below.

York Central

- 1.24 Over the past five years the City of York Council has worked in partnership with Yorkshire Forward, Network Rail and the National Railway Museum (NRM) in order to bring forward land at York Central for development
- 1.25 Both the Council and the Steering Board partners have undertaken significant work in recent years in order to investigate the site's development potential. This work has confirmed the very significant potential of the site though it has also identified a range

of issues which need to be addressed before planning application proposals for the comprehensive redevelopment of the area can be brought forward.

- 1.26 Furthermore, alongside the work undertaken by the Steering Board Partners, City of York Council included a chapter on York Central within the Draft Local Plan and prepared a Planning Brief for York Central, which was adopted for development control purposes in 2003, with a boundary amendment agreed in 2004.
- 1.27 Within the Draft Local Plan, the key objectives for the York Central site are to ensure that the area contributes to the city's long term sustainable development, and to ensure that the area is developed comprehensively and in a coordinated manner in accordance with an approved Master Plan and planning brief. This chapter also sets out four policies relating to the York Central site. These policies are as follows:
- Policy YC1 designates York Central as an Action Area and requires it to be developed primarily as a Central Business District and residential community in accordance with an approved Master Plan. It notes that other uses related to the wider needs of the city and region may be accommodated on the site;
 - Policy YC2, states that an SPG will be produced which sets out the scale and location of facilities to be provided on the York Central site and the role of planning obligations on the site;
 - Policy YC3 requires development within York Central to be fully integrated in terms of transportation; and
 - Policy YC4 requires quality development with high standards of design and materials, which reflect the close proximity of York Central to the City's historic core.
- 1.28 There are also a number of other policies within the Local Plan which relate to York Central specifically. Policy SP9 of the Draft Local Plan identifies York Central as an Action Area for which a planning brief has been prepared.
- 1.29 The York Central Planning Brief, discussed in detail in Section 4.0 sets out a planning framework for the comprehensive development of York Central. It identifies a vision for York Central, which is to:

“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“.

- 1.30 The document also sets out the objectives that will need to be achieved in order for the vision to be realised, a planning context, and a comprehensive analysis of the transport and planning requirements for the area. Furthermore, it provides a brief background to the four areas surrounding the site, which lie outside the main development area but within the Action Area boundary. These areas need to be considered as part of the master plan process in order to ensure that essential links between the development site and the rest of the City can be achieved.
- 1.31 Both the Local Plan and Planning Brief for York Central are part of the planning background to the area and will need to be considered in the development of the Issues and Options for York Northwest.

British Sugar

- 1.32 The British Sugar site is currently used as a sugar refinery plant, as it has been since 1926. However, in July 2006 it was announced that the plant would close by the end of 2007, as part of British Sugar's strategy to produce sugar more efficiently. This closure will lead to the potential release of 38.4 ha of brownfield development land.
- 1.33 The site is currently in industrial B2 use with the Sports Ground designated as Open Space, within the Draft Local Plan.
- 1.34 City of York Council are currently in discussions with British Sugar/ Associated British Foods (ABF) as part of the ongoing work on the Area Action Plan.

Report Structure

- 1.35 The structure of this Baseline Report is as follows:
- Section 2.0 outlines the key messages emerging from international, national, regional and local sustainability agendas and documents;
 - Section 3.0 reviews the key regional documents, which need to be considered when preparing the AAP for York Northwest;
 - Section 4.0 looks at York Central documents and consultation that has been carried out in relation to York Central;
 - Sections 5.0 to 7.0 provide details of York and York Northwest's geography, history and environment;
 - Sections 8.0-13.0 focus on the key land uses, which are likely to be developed at York Northwest (e.g. housing, employment, open space etc.). Each section sets

out the national, regional and local policy context and the current situation in York and York Northwest, which together seek to 'set the scene' for the consideration of the key issues facing York Northwest; and

- Section 14.0 focuses on urban design policy and issues that will need to be considered at York Northwest.

2.0 SUSTAINABLE DEVELOPMENT

- 2.1 At the Rio summit in 1992, governments around the world committed to sustainable development. The UK government was the first to produce its national strategy in 1994. This was followed in 1999, when the UK government outlined how it proposed to deliver sustainable development in '*A Better Quality of Life*'. This set out a vision of simultaneously delivering economic, social and environmental outcomes as measured by a series of headline indicators. 1992 also saw the agreement of the UN Framework Convention on Climate Change which subsequently led to the Kyoto Protocol (February 2005). This requires reduction of green house gases to 12.5% below 1990 levels during 2008 - 2012 period. The UK target is to reduce emissions by 20% by 2010.
- 2.2 In March 2005 a new strategy '*Securing the Future*' was published which took account of new policies announced since 1999, in particular the 2003 Energy White Paper that sets a long-term goal of achieving a low carbon economy. It also takes account of the renewed international push for sustainable development from the World Summit on Sustainable Development in Johannesburg in 2002, and the Millennium Development Goals set out in 2000. '*Securing the Future*' incorporates the following 'purpose', as the new framework goal for sustainable development:

"The goal of sustainable development is to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations.

For the UK Government and the Devolved Administrations, that goal will be pursued in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment; and a just society that promotes social inclusion, sustainable communities and personal wellbeing. This will be done in ways that protect and enhance the physical and natural environment, and use resources and energy as efficiently as possible.

Government must promote a clear understanding of, and commitment to, sustainable development so that all people can contribute to the overall goal through their individual decisions.

Similar objectives will inform all our international endeavours, with the UK actively promoting multilateral and sustainable solutions to today's most pressing environmental, economic and social problems. There is a clear obligation on more prosperous nations both to put their own house in order, and to support other countries in the transition towards a more equitable and sustainable world." (ODPM 2005)

2.3 The theme of sustainable development should pervade all aspects of the Issues and Options for York Northwest.

A Sustainable City

2.4 The importance of sustainable development is also embedded into strategic policy at the local level. One of the outcomes of the Rio Summit was the request to local authorities, as the most locally based form of democratically elected government, to co-ordinate the creation of a “Local Agenda 21” for their communities, with the full participation of citizens and other stakeholders in their areas, such as industry, Health Authorities, Chambers of Trade etc. The Local Agenda 21 would be the area’s own plan of action describing how it would become a more sustainable area.

2.5 In York, a multi-agency steering group with representatives from as many sectors as possible in the area was formed in 1997 to oversee the production of a Local Agenda 21 plan for the area. This Steering Group agreed on a user friendly definition of sustainable development: “*A better quality of life for everyone in York, now and in the future*”. Fifteen factors arose from the Local Agenda 21 process and these form the basis for the Local Agenda 21 plan. They are as follows:

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

2.6 It is considered that these objectives, met in balance, would produce a more sustainable York and need to be given due cognisance when developing the Area Action Plan for York Northwest.

York City Vision and Community Strategy

2.7 The York City Vision and Community Strategy 2004-2024 followed on from the Local Agenda 21 work and has been produced to help improve the day to day life of people who live and work in the City. By having a vision it is possible to take control of the future, giving the best possible chance of success. The services which people throughout York depend upon can only get better if they are well coordinated and the purpose of the Community Strategy is to make sure that the work done by the various organisations and partnerships in York is brought together into one 'grand plan'. By ensuring that everyone works towards this plan it should be possible to see improvements quicker than if organisations continue to work on their own.

2.8 The group of organisations working together to produce the Community Strategy is known as a Local Strategic Partnership and in the case of York this group has been named '*Without Walls*', to emphasise that there are some barriers that need to be challenged when thinking about the City's future.

2.9 The vision set out in the Community Strategy is set out below.

Without Walls Vision

- Building confident, creative and inclusive communities
- Being a leading environmentally friendly city
- Being at the forefront of innovation and change with a prosperous and thriving economy
- Being a world class centre for education and learning for all

- Celebrating our historic past whilst creating a successful and thriving future.

2.10 This vision is to be achieved by a series of 7 top level objectives which are as follows:

- a) The Thriving City –To support the progress and success of York’s existing businesses and to encourage new enterprises in order to maintain a prosperous and flourishing economy that will sustain high employment rates.
- b) The Learning City –To ensure all those who live and work in York have the education and skills that will enable them to play an active part in society and contribute to the life of the city. To ensure that the city is seen as an internationally recognised centre for education with a commitment to lifelong learning and creativity which is second to none.
- c) A City of Culture – Celebrating both our uniqueness and our diversity, we will promote a culture that helps build a confident and creative community, welcomes and inspires resident and visitor alike, and encourages quality opportunities for fun and fulfilment open to all.
- d) The Safer City – To be a safe city with a low crime rate and to be perceived by residents and visitors as such.
- e) The Sustainable City- That York should be a model sustainable city with a quality built and natural environment and modern, integrated transport network.
- f) The Healthy City –To be a city where residents enjoy long, healthy and independent lives through the promotion of healthy living and with easy access to responsive health and social care services.
- g) The Inclusive City – To ensure that all residents and visitors can take part in the life of the city.

2.11 For each of these strategic objectives it is possible to define the issues facing the city, a series of strategic aims. Those of particular relevance to York Northwest are summarised below:

The Thriving City	
Issues of relevance to York Northwest	Lack of quality employment sites and accommodation. Lack of investment in City’s heritage and tourist industry. Need for a modern, un-congested transport infrastructure. Balancing and using the successful economy to achieve high environmental standards and quality of life.

<p>Strategic Aims and Actions of relevance to York Northwest</p>	<p>To have a leading edge, modern, knowledge and science based economy.</p> <p>To be ranked as an international quality leisure and business visitor destination.</p> <p>To provide a strong and distinctive cultural sector, enriching the lives of residents and visitors.</p> <p>To be a focus for high quality external investment and supportive of local business and small business development.</p> <p>To have a modern, sustainable and un-congested transport network.</p> <p>To continue to promote York in order to attract high value external investment to support and add value to local business development.</p>
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The Learning City

<p>Issues of relevance to York Northwest</p>	<p>Increasing demand for childcare and early education.</p> <p>University is ranked within top ten in country but we still seem to be exporting our talent and graduates.</p>
<p>Strategic Aims and Actions of relevance to York Northwest</p>	<p>To increase the achievement of all school pupils at every stage in their education.</p> <p>To maintain York's status as a world class centre for education and learning</p> <p>To improve the quality and choice of learning provision in York.</p> <p>To develop new and improved primary and secondary school facilities.</p>

A City of Culture

<p>Issues of relevance to York Northwest</p>	<p>York has a strong brand image including some flagship tourist attractions. We need to retain what is good about York but at the same time develop a more modern, cosmopolitan outlook.</p> <p>The city's population is set to rise by 12% by 2021 while the younger population feels poorly provided for. We need our provision to be targeted at appropriate sections in the</p>
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	community.
Strategic Aims and Actions of relevance to York Northwest	<p>Articulate a sense of what York is. Celebrating and interpreting what's there already, championing the cultural sector in its widest sense: arts and heritage, sport and active leisure, play, open spaces, learning and the built environment.</p> <p>Create change – helping to make York more like the words citizens have suggested we should be aiming for: cosmopolitan, vibrant, innovative, go-ahead, creative and modern.</p> <p>Use all out resources- maximising the opportunities that are available for active lifestyles, creativity and learning for life.</p> <p>To increase participation in sport, play and active lifestyles.</p> <p>To increase investment in the City's cultural infrastructure.</p>

The Safer City	
Issues of relevance to York Northwest	Research has shown that fear of crime has a more detrimental effect on quality of life than actual crime, irrespective of age.
Strategic Aims and Actions of relevance to York Northwest	<p>To design out crime in our neighbourhoods and ensure that homes are less vulnerable to break in.</p> <p>To achieve secure car park status for all public car parks in the city.</p>

The Sustainable City	
Issues of relevance to York Northwest	<p>High volumes of traffic result in problems with air pollution in certain areas of the city.</p> <p>The population is increasing, leading to greater demand for housing.</p> <p>Climate change poses multiple threats to the city, including flooding.</p>
Strategic Aims and Actions of relevance to York Northwest	<p>To ensure all developments are well designed, sustainable and meet the needs of local people.</p> <p>To secure affordable, effective and accessible integrated local transport networks that minimise environmental impact</p>

	<p>and meet the need of both residents and the York economy.</p> <p>To increase the amount and quality of publicly accessible green open space, including the amount of woodland.</p> <p>To conserve and enhance the existing historic environment and the special character of York.</p>
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The Healthy City	
Issues of relevance to York Northwest	<p>By 2006 the number of people over 85 in York will have increase by 22%, well in excess of the national average. The projected growth in numbers of older people will be challenging for health and social care services, to ensure that people live longer and have good health and quality of life.</p> <p>In common with the rest of the country there is a need to change lifestyle behaviours to prevent ill health.</p>
Strategic Aims and Actions of relevance to York Northwest	<p>To provide understandable and integrated access to health services using the one stop shop approach.</p> <p>To develop round the clock health care services in community settings</p>

The Inclusive City	
Issues of relevance to York Northwest	<p>There is a significant demand for housing and a large unmet need for affordable homes.</p> <p>The population is set to rise by 12% by 2021 – with the majority of growth taking place within the older age brackets.</p> <p>12% of the economically active population (18-65 years) are estimated to be disabled.</p>
Strategic Aims and Actions of relevance to York Northwest	<p>To increase the accessibility of York’s physical environment to all and improve ease of movement around the city.</p> <p>To increase availability of affordable, ‘life standard’ ‘sustainable’ housing in balanced communities.</p>

2.12 In developing the Issues and Options for York Northwest it is crucial to ensure that all these aims and objectives are taken into account.

Spatial Planning Objectives

2.13 The LDF Core Strategy Issues and Options Report takes the objectives, aims and actions set out above and translates them into a series of spatial planning objectives for the City of York. Those of relevance to York Northwest are as follows:

LDF Core Strategy Spatial Objectives
<p>Economic</p> <ul style="list-style-type: none">• To ensure that York fulfils its role as a key driver in the regional economy and the Leeds city-region, through supporting the development of Science City York and the business, financial and creative technology sectors;• To support York's role as a regional and sub-regional retail centre and to ensure that major retail and leisure development is located where it will contribute to the vitality and viability of York's existing retail centres;• To strengthen York's international and regional role as a visitor destination and gateway to the rest of the region and support the sustainable growth of the tourism sector;
<p>Environmental</p> <ul style="list-style-type: none">• To ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced; in particular its historic centre, skyline, street patterns, views of the Minister, Medieval and Roman walls and valued open spaces including the Strays and its 34 conservation areas;• To ensure the highest quality urban design and architecture in York to sustain an appropriate mix of uses and contribute to a safe, accessible and coherent environment;• To protect and enhance the biodiversity, landscape character and environmental quality of the York area, including international, national, and locally recognised areas of nature conservation value. This includes the current eight SSSI's and two Ramsar sites;• To ensure that new development is not subject to, or contribute to, inappropriate levels of flood risk from the Rivers Ouse, Foss and Derwent and other sources, taking into account the full likely future impacts of climate change;• To contribute to a reduction in York's Eco-footprint, which will include reducing energy use and exceeding the renewable energy targets as set by the Regional Spatial Strategy;• To reduce waste through supporting the innovation and improvement of current waste practices, promotion of recycling and provision of suitable

and accessible sites. This includes meeting or exceeding the requirements of the European Landfill Directive, National Waste Strategy and the Regional Spatial Strategy;

Social

- To support development in locations accessible to public transport and appropriate key services by means other than the private car, including maximising the potential of existing and potential rail stations and Park and Ride sites;
- To deliver the appropriate type and mix of housing to meet York's needs, addressing the issues of affordability, 'lifetime homes' social inclusion and homelessness, housing for older people and assisted living, and to meet the Regional Spatial Strategy requirements;
- To improve the provision of accessible open spaces and sports facilities to meet the needs of York, including maximising the recreational and nature conservation potential of the strays, ings and green infrastructure;
- To meet the educational and training needs of York;
- To ensure that development is located to help facilitate easy access to York District Hospital and other responsive health and social care; and
- To develop and improve public transport interchanges to maximise service efficiency.

2.14 These objectives should be taken forward in the York Northwest AAP.

Sustainability Appraisal Process

2.15 In producing Local Development Frameworks, 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.

2.16 In this context the Issues and Options report has been the subject of an Initial Sustainability Appraisal (The Sustainability Statement). The framework and methodology for assessing the Sustainability Appraisal is set out in the Scoping Report for the Sustainability Appraisal of the AAP¹. The appraisal examines the Area Action Plan Issues and Options against the following objectives to assess its contribution to the achievement of sustainable development:

¹ Sustainability Appraisal Scoping Report for York Northwest Area Action Plan, City of York Council, June 2007.
NE2007\R20567-Baseline Report

Sustainability Objectives	
Headline Objective	
To reduce the City of York's Ecological Footprint	
Environmental	
EN1	Land use efficiency that maximises the use of brownfield land
EN2	Maintain and improve a quality built environment and the cultural heritage of York and preserve the character and setting of the historic city of York
EN3	Conserve and enhance a biodiverse, attractive and accessible natural environment
EN4	Minimise greenhouse gas emissions and develop a managed response to the effects of climate change
EN5	Improve air quality in York
EN6	The prudent and efficient use of energy, water, and other natural resources
EN7	Reduce pollution and waste generation and increase levels of reuse and recycling
EN8	Maintain and improve water quality
EN9	Reduce the impact of flooding to people and property in York
Social	
S1	Enhance access to York's urban and rural landscapes, public open space/recreational areas and leisure facilities for all
S2	Maintain and reduce York's existing noise levels
S3	Improve the health and well being of the York population
S4	Safety and security for people and property
S5	Vibrant communities that participate in decision making
S6	Reduce the need to travel by private car
S7	Developments which provide good access to and encourage use of public transport, walking and cycling
S8	A transport network that integrates all modes for effective non car based movements
S9	Quality affordable housing available for all
S10	Social inclusion and equity across all sectors
Economic	
EC1	Good quality employment opportunities available for all
EC2	Good education and training opportunities which build the skills and capacity of the population
EC3	Conditions for business success, stable economic growth and investment
EC4	Local food, health care, education/training needs and employment opportunities met locally

2.17 The York Northwest Area Action Plan Issues and Options Sustainability Statement will need to be read together with the Issues and Options Report to help understand the impact that different options may have on achieving the sustainability objectives.

Ecological Footprint

2.18 The Ecological Footprint is a key success measure for sustainability included in the Council's Community Strategy. The reduction of York's ecological footprint is also the headline objective and target of the Sustainability Appraisal. Specifically the key

headline objective for the Sustainability Appraisal is to reduce the ecological footprint of York from its current level of 5.3 hectares per person to 3.5 hectares by 2033 and ultimately to reduce it to the 'One Planet Living' fair earth share of 1.8 hectares per person. This target is in line with that adopted as part of the City's Community Strategy. The Council will also work towards calculating a carbon footprint for York and set a target to reduce this following guidance in the draft Climate Change Strategy and the UK Sustainable Development Strategy.

- 2.19 Ecological Footprint analysis is a way to measure the impact that our lifestyles have on the Earth's resources. The Ecological Footprint for York considers how much land is needed to feed the people of York and provide them with all the energy, water and materials they use. The Footprint of York also calculates the emissions generated by burning oil, coal and gas and determines how much land is required to absorb the pollution and waste created by the residents of York. It helps us judge how sustainable York is at the present - and what changes we might make to improve the quality of life now and in the future.
- 2.20 Reducing our ecological footprint is a key aim of 'One Planet Living'. The Vision of One Planet Living is – 'A World in which people everywhere can lead happy, healthy lives within their fair share of the Earth's resources'. If the average footprint of every person on the planet is greater than 1.8 hectares then we are over-exploiting the earth's resources and therefore jeopardizing the ability of future generations to lead a decent quality of life.
- 2.21 York's Ecological Footprint in 2006 was 5.38 global hectares per person, just under the UK average of 5.4. The results raise some interesting points:
- The food sector produces the largest single impact on York at 22% of the footprint. There is scope for localising food production and food shopping, reducing energy intensive processing and reducing meat content which would all reduce the footprint of food consumption. However, these are not necessarily issues that can be addressed easily by the Local Development Framework or Area Action Plan and are more likely to be addressed by awareness raising and education through the community planning process, such as healthy eating campaigns;
 - Household energy consumption is responsible for 18% of the total ecological footprint for York. The LDF will influence the reduction of household energy consumption through energy efficiency policies and through sustainable design

policies using sustainable construction guidance such as the Code for Sustainable Homes² and BREEAM³; and

- The transport sector is responsible for 11% of the total footprint of York and this again is something the LDF process can influence. Policies in the LDF will seek, alongside the Local Transport Plan, to promote sustainable transport, reduce congestion and locate development where it is, or will be, accessible by means other than the private car.

² Code for Sustainable Homes – A Step Change in Sustainable Home Building Practice, Communities and Local Government, December 2006.

³ BREEAM is a registered trademark of the Building Research Establishment (BRE). BREEAM is a tool that allows the owners, users and designers of buildings to review and improve environmental performance of buildings. It is a widely accepted and respected scheme that sets a benchmark for environmental performance.

3.0 REGIONAL POLICY CONTEXT

3.1 This section of the baseline report outlines the regional policy context which needs to be taken into consideration in developing the Issues and Options for York Northwest.

RSS for Yorkshire and the Humber to 2016

3.2 The current Regional Spatial Strategy (December 2004) indicates that most development should be focused within the main urban areas starting with previously developed land that is suitable for development (i.e. does not need to be protected for reasons such as biodiversity, amenity, recreation or landscape/townscape value or to avoid flood risk). It promotes urban regeneration, including the reclamation and remediation of derelict land for development, open space, recreation and amenity, and high quality intensive housing and mixed use developments on land close to town centres and at points of good public transport accessibility. The redevelopment of York Northwest should represent a form of sustainable development which would be in accordance with this approach.

3.3 Policy S3 of the RSS is particularly relevant and requires that local authorities should put in place appropriate measures to promote renaissance including:

- Concentrating new development within existing settlements in ways which respect their character and landscape setting;
- Improving the quality of life they offer, including reclamation and remediation of derelict and underused land for development, open space, recreation and amenity and high standards of design;
- Facilitating the provision of education opportunities;
- Seeking to ensure the provision of facilities necessary to local communities;
- Ensuring the needs of local communities for access (on foot, bicycle or by public transport), and experience of, nature are protected and enhanced, and in particular, helping the vulnerable, disadvantaged or excluded groups to gain access to nature and wild space;
- Building upon local distinctiveness and strengthening community, cultural and environmental identity;
- Retaining and developing primary and secondary health care facilities in locations that are well served by public transport; and

- Recognising the important contribution of culturally based activities and facilitating their development

Draft Replacement RSS for Yorkshire and the Humber

- 3.4 The Consultation Draft of the replacement RSS was submitted to the Government in December 2005. Public consultation took place on the draft Plan between January and April 2006 and an Examination in Public was held to test the Plan in September to October 2006. In March 2007 the Examination in Public Panel submitted its report to the Secretary of State. This Report was published for public viewing in May 2007. Changes set out in the Panel Report and subsequent amendments to the Regional Spatial Strategy will be taken into account when developing the York Northwest Area Action Plan.
- 3.5 The Draft Replacement RSS sets out a series of objectives, outlined below, to be developed through the RSS and hence to be taken into account by local authorities in developing policies and strategies for their local areas. However, the Panel Report has recommended that these objectives, alongside the RSS vision and the headlines of the core approach, should be rationalised.
- 3.6 The revised RSS vision and objectives will need to be taken on board in developing all aspects of the Local Development Framework for the City of York, including the York Northwest Area Action Plan.

Draft RSS Objectives	
A.	Regenerating areas damaged by past industrial decline as well as capitalizing on economic growth points
B.	Seeking social equity and inclusion
C.	Recognising and responding to the needs of urban and rural communities
D.	Seeking wider housing opportunities and choice
E.	Making full use of urban land and minimising the loss of Greenfield land
F.	Protecting and enhancing natural, historic and cultural assets and resources
G.	Tackling traffic congestion and reducing transport related emissions
H.	Making urban areas attractive, high quality safe places where people choose to live

- I. Minimising the loss of the rural landscape, maintaining and where possible enhancing its diverse character
- J. Making the best use of existing infrastructure and services
- K. Addressing the causes of and responding to the effects of climate change
- L. Minimising travel needs and maximizing use of energy efficient modes
- M. Limiting pollution to what is compatible with health and bio-sphere capacity
- N. Reducing resource consumption and encouraging use of renewable energy
- O. Promoting the sustainable management of resources.

Regional Transport Strategy

3.7 A key part of the draft RSS is Section 16, the Regional Transport Strategy (RTS). The purpose of the RTS is to provide a strategic steer on transport investment and management in an operational setting, including delivery, while also supporting the objectives of the wider plan. Its key objectives of relevance to York Northwest are as follows:

Draft RTS Objectives
<ul style="list-style-type: none"> • Reduce the need to travel wherever possible by both positive interventions such as improved public transport or by demand restraint and promote modal shift from the car; • Seek a consistent approach to parking strategies- provide strategic bus and rail-based Park and Ride stations; • Promote improved public transport; • Promote the movement of goods by water and rail whilst recognising the key role road has to play in moving freight; • Encourage access to tourist locations by public transport and promote the journey component to be considered as part of the tourism offer; and • Support a range of transport and investment priorities that underpin the wider spatial strategy.

3.8 In relation to York the RTS notes that one of the transport management and investment priorities should be to improve accessibility to York City Centre and key

strategic sites in the York sub area. The RTS states that Park and Rides within the city should be improved and extended, the sub-regional public transport exchange in York needs to be developed and improved, and further development of cycling and walking initiatives in the City is required.

Regional Economic Strategy for Yorkshire and Humber

- 3.9 In terms of economic development, Regional Economic Strategies are at the heart of the Government's target of achieving sustainable economic growth across the UK. The Regional Economic Strategy for Yorkshire and Humber (2006-2015) makes clear that the need for sustainable development should underpin everything in the RES and that the following principles should be followed:

RES Principles for Sustainable Development

- Promote the transition to a low carbon economy through highly efficient use of energy and resources in businesses and apply high energy and environmental design standards to buildings and neighbourhoods
- Contribute positively to health and reduce negative health impacts and inequalities
- Choose locations that use land wisely and brownfield sites where possible, and reduce pollution through easy access by foot, bicycle or public transport – usually in existing centres of population
- Avoid damage to cherished environments and instead use and enhance them as assets
- Deliver benefit to the economy and business competitiveness, directly or indirectly and involve businesses as a partner and/or delivery agency.

- 3.10 Specifically with reference to the City of York, the RES highlights the importance of Science City and the ability to continue to build upon research strengths linked to the bioscience and digital clusters. It acknowledges that the City is a major tourism resource for the region and that there is a need to examine new ways to develop its economic driver potential. The document emphasises that employment sites will be critical and that these could include former railway land.

Yorkshire and Humberside Regional Housing Strategy

- 3.11 The Yorkshire and Humberside Regional Housing Strategy is also of relevance when considering the strategic context for York Northwest. Published in 2006, the 2005-

2021 strategy supersedes the 2003 strategy. In preparing this revised document it was decided that an ambitious review was required which strengthened the alignment with the review of Regional Economic Strategy (RES) and Regional Spatial Strategy (RSS) also taking place in 2005, and which builds upon an understanding of recent regional market developments and sets out a more aspirational vision for housing in the region.

3.12 Specifically, the revised RHS is intended to support the RES by:

- Providing an attractive housing offer in the region that provides a good quantity of affordable, attractive, good quality housing for our region, creating positive places and in turn attracting skilled people, investment and new economic opportunities;
- Recognising the need to join up housing investment with economic planning and growth, recognising that housing investment and activity needs to match demand;
- Considering other options including some demolition in locations that are unsustainable in terms of environmental, economic and housing demand factors;
- Improving housing in deprived areas and creating knock on benefits in terms of health, fuel poverty and community well being and in turn assisting people and communities gain better skills and access more and better jobs;
- Building on housing as a key economic sector by maximising legitimate employment and contract opportunities for local businesses, social enterprises and people, for instance by procuring and using local materials in housing construction and maintenance;
- Addressing high demand and affordability issues, providing housing solutions that meet the needs of people and the economy in these places; and
- Championing excellence in design and distinctiveness, quality and environmentally sound construction in sustainable locations, making good use of brownfield land and mixed use development where appropriate.

3.13 The Regional Housing Strategy is intended to support the RSS by:

- Providing a framework and supporting evidence for new, affordable and attractive housing for our region, which creates positive places and in turn attracts new economic opportunities;
- Focusing on brownfield development within our urban areas, reducing urban sprawl and creating sustainable patterns of development;

- Providing the investment framework for essential housing provision in our rapidly growing urban and rural areas, providing houses for key workers and ensuring the continued growth of the regional economy; and
- Providing a clear strategy for the improvement or replacement of housing to support strengthening the housing market in areas of low, changing or fragile demand.

3.14 Like the RSS and RES, the RHS is concerned with creating sustainable communities. In order to achieve this aim the RHS has three simple themes:

RHS Themes
<ol style="list-style-type: none"> 1. Creating better places by responding to the diversity of markets and improving neighbourhood infrastructure and facilities 2. Delivering better homes, choice and opportunity by delivering choice and opportunity for all our people to meet their housing aspirations, and to improve housing condition and services for all 3. Fair Access, which is about ensuring that the requirements and preferences of all parts of communities are met by sensitive and appropriate housing solutions, and that obstacles faced by specific groups to accessing their housing choices are removed

Regional Sustainable Development Framework

3.15 Another area of regional policy of relevance to York Northwest is the Regional Sustainable Development Framework (RSDF). The Government requires that Regional Sustainable Development Frameworks should be drawn up in every English region and that they should set out the sustainable development context for all other regional strategies.

3.16 The RSDF produced by the Yorkshire and Humber Assembly was intended to renew and re-focus efforts to promote sustainability and its integration into policy and decision-making across the region and take account of the developing nature of RSDF's The RSDF has 15 aims:

Regional Sustainable Development Framework Aims
<ol style="list-style-type: none"> 1. Good quality employment opportunities available to all 2. Conditions enabling business success, economic growth and investment 3. Education and training opportunities building the skills and capacities of the population

4. Safety and security for people and property
5. Conditions and services engendering good health
6. Culture, leisure and recreation opportunities available to all
7. Vibrant communities participating in decision making
8. Local needs met locally
9. A transport network maximising access whilst minimising detrimental impacts
10. A quality built environment and efficient land use patterns making good use of derelict sites, minimizing travel and promoting balanced development
11. Quality housing available to everyone
12. A bio-diverse and attractive natural environment
13. Minimal pollution levels
14. Minimal greenhouse gas emissions and a managed response to the effects of climate change
15. Prudent and efficient use of energy and natural resources with minimal production of waste

3.17 These aims will be of particular importance in assessing the sustainability of the various issues and options.

Leeds City Region Development Programme

3.18 The Leeds City Region Development Programme has been developed by the City Region Partnership, which comprises 10 local authorities and North Yorkshire County Council. It sets out the following vision for the city region:

“to develop an internationally recognised city-region; to raise our economic performance; to spread prosperity across the whole of our city region, and to promote a better quality of life for all of those who live and work here”

3.19 In order to achieve this vision, the Programme sets out a number of objectives, including the following objectives which are of relevance to York Northwest:

Leeds City Region Development Programme

- Enhance the prospects of a number of high growth and high value added sectors and clusters;
- Improve city regional, pan-regional and international connectivity;
- Encourage and support the development of higher and more relevant skills amongst the workforce and over inefficiencies in the labour market;

- Accelerate the development of a world class infrastructure within which all businesses can thrive;
- Develop a quality residential offer and create sustainable communities;
- Encourage the wider growth of the Financial and Business Services, through harnessing the potential of rail station related sites such as York;
- Seek improvements to rail links and service between the major city, towns and rail access sties and premises;
- Ensure that Science City York generates opportunities across the City Region;
- Connect the core centres within the city region to each other;
- Connect the population to the core centres, to employment sites, to training provision, and to leisure facilities within the city region;
- Implement a number of transport improvement schemes, such as bus improvement corridors, conversion of heavy rail routes to tram-train, and electrification of an east-west heavy rail route to provide a high quality link from York/Selby- through to Leeds and Bradford;

3.20 Appendix 4 of the Programme sets out the Long Term Vision for Transport in the Leeds City Region and the investment plan which will be required to achieve this vision. Key elements of the investment plan, of relevance to York Northwest include:

- the potential to introduce electric services between York, Leeds and Selby;
- improvements to York outer ring road; and
- the creation of Park and Ride at A59 to the west of York.

4.0 YORK CENTRAL DOCUMENTS

Planning brief

- 4.1 As noted in the introduction, a Planning Brief for York Central was adopted in 2003. It outlined the following vision:

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

- 4.2 In order for this vision to be realised, it was noted that the following objectives would need to be achieved:

- An overall Master Plan to be produced and agreed for the site so that the area can be re-developed in a comprehensive, rather than piecemeal manner;
- A high quality development which incorporates high standards in the design of buildings and the spaces between them. It should extend beyond landmark buildings and quality materials to the creation and design of the grain of the area and incorporate vitality and diversity;
- A quality of development whose design and architecture will make people want to visit it in its own right;
- The creation of a modern mixed use office core which comprises well designed buildings and provided for the City’s growing economy. It should provide office environments that are needed to support the efficient operation of modern, knowledge based businesses, including, the Science City, ICT and Arts and Heritage clusters;
- Grouping these office buildings around attractive, distinctive and well landscaped public spaces, designed for people;
- At street level providing uses such as restaurants, bars, shops, leisure and cultural facilities, in order to animate the public realm and enliven the Central Business District. Creating the conditions needed to attract the kinds of knowledge based businesses that value and thrive in City Centre locations;
- Inter-mixing the office buildings with one or more high quality hotels to promote and support the City’s valuable business tourism sector, capitalising on the conferencing strengths of the National Railway Museum;

- Inter-mixing residential uses within and surrounding the commercial core. Offering a range of City Centre life styles, making the option available to a much larger share of York's community, supported by essential community facilities;
- Making the Railway Station a focal point for the scheme and also a focal point for a transport exchange. Integrating with both the new development and the existing walled city, and creating important links between them. Recognising the role of the Station as providing strategic access into the rail network;
- Placing the National Railway Museum within a setting which will help it fully to develop its potential to act as an emblem for the City and catalyst for the development of a new iconic cultural attraction;
- Creating a sustainable transport development designed around people not cars; and
- Ensuring the site is well connected, city wide, by all forms of transport.

Initial Work on an Area Action Plan for York Central

4.3 Work commenced on an Area Action Plan for York Central in the summer of 2006 as it was clear that the planning context for the area needed to be taken forward as part of the Local Development Framework. At the initial stages of that work it was announced that British Sugar would be closing their York site and the site would become available for redevelopment. As this site is locationally related to the York Central and there would be development issues which would need to be considered together the Council's Executive made a decision to extend the AAP to include the British Sugar site which is now known as 'York Northwest'. The work outlined below in relation to public consultation on York Central has therefore been taken into account in developing the Issues and Options document for York Northwest.

York Central AAP Issues and Options Consultation Report (August 2006)

4.4 A draft Community Consultation Strategy (CCS) for York Central was published in 2007. This was produced by public consultation consultants Social Regeneration Consultants (SRC). This Strategy was written to sit alongside the development of an Issues and Options Report for York Central. It identified three key development phases which are:

1. to provide an indicative CCS, including the range of approaches, techniques and mechanisms that will effectively get the community's feedback on the key Issues and Options;

2. to test the indicative programme through a short consultation process with representative groups covering all the key stakeholders in the area; and
 3. to implement the CCS as required.
- 4.5 Its purpose was to set out a framework for the public consultation on the AAP documents. Initial public consultation on the draft Consultation Strategy was undertaken in July/August 2006. This consultation sought to engage communities in discussions about how they wished to be involved in the future of the area, whilst, at the same time, raising their understanding about the key strategic issues and opportunities.
- 4.6 In February 2007 the York Central AAP Issues and Options Consultation Report was taken to the Councils Executive. Members were advised of the findings from the testing phase of the draft CCS and the final document which was produced in the light of this public consultation.
- 4.7 This testing phase included a community audit, the distribution of a leaflet to 3,200 households and businesses in and around the site and 2 workshops with business and special interest groups and one with the Local Development Framework Working Group. The results of this consultation included comments not only on the draft Community Strategy but also generally on the development of the site and relevant issues to this. The results of this consultation are set out below.

Residents' comments

- **Consultation issues:** any consultation by post must have the option of a free post address; local schools should be used for the exhibition and events should be widely advertised; consultation should be in Autumn or Spring-avoiding major public holidays; and 'loud' community members are not necessarily representative of the whole community;
- **Development Process Issues:** residents surrounding the site should not be inconvenienced whilst works are carried out, the public want to know how long the disruption caused by such a major development will last and how it will be managed. The public also wanted to know when more detailed plans will be available and when work is scheduled to start;
- **Access and Transport Issues:** A number of comments were made in relation to access and transport. Key issues include the need to address the annexation of the site by rail routes; the need to reduce traffic in Holgate Road and Blossom Street, for example by means of a relief road; the need for integrated and

improved public transport services, including DDA compliant improvements to the Railway Station; better pedestrian access routes; car access issues, including the possibility of making the development car free or restricted; the need to improve existing car, public transport and pedestrian access routes; the need to address congestion on Leeman Road; the possibility of relocating the Royal Mail Central Sorting Office into York Central; the need to consider the impact on air quality; and the need for adequate parking;

- **Open Space and Greenery:** quality open space for existing residents is needed, inclusion of open space and greenery is essential. It was suggested that ideally the open space should be in the form of a park;
- **Housing:** it was noted that housing should be provided but not apartments. Housing should cater more for families and communities rather than businesses and professionals;
- **Design:** Traditional grid pattern layouts could be encouraged. It was suggested that the Council could discuss the AAP with Urban Village Forum Organisation. The area should have a village feel and be allowed to grow in an organic way. Key emphasis should be on sustainable and eco-friendly building techniques. Best practice should be studied and there should be tight and precise design briefs. The site needs to be integrated with the rest of the city;
- **Mixed use:** a balance of residential and commercial properties with leisure amenities should be provided. Artists' studios or units for creative industries could add vibrancy to the area. Some members of the public suggested that industrial/commercial should be favoured over residential.
- **Heritage:** The historic skyline of York should not be obscured or compromised, listed building should be preserved or adapted for a new use; and the triangular building at the junction of Leeman Road and the old goods depot should not be demolished;
- **Railway:** Conflicting views expressed with one respondent stating that in order to encourage the use of railways for freight the Royal Mail Central Sorting Office should be housed within the teardrop yet another stating that the sorting office is more of a source of noise pollution than the railway and hence should be encouraged to move into the teardrop or out to the bypass to allow their existing site to be developed for housing;
- **Facilities:** New leisure and shopping facilities, a bus station, accommodation for the homeless, a building to hold the York City Archives and City Library, a new swimming pool and well designed multi-storey car park could be provided within

the site. Should the Railway Institute need to be demolished, it will need to be replaced.

Business and Commercial Interests and Special Interests Group Comments

- **General comments:** It was commented that it would be interesting to find out how the consultants were chosen to carry out the consultation work. It was noted that local companies will need to know if there will be any units to let on the site. Challenges to the boundary adjacent to the works canteen area. Discussion as to whether this canteen area should be included within York Central area;
- **Development Process:** the consultation strategy should be available to view at libraries and community centres, not just online. Use should be made of the Neighbourhood Pride Unit;
- **Mixed Use:** Should look at potential to develop a new healthcare facility within the York Central site to allow existing general practices within the locality to relocate into purpose built surgeries. Also provides an opportunity to enhance access to an expanded range of primary care services in one centre.

Workshops

- **Consultation:** Key documents should not just be posted on the web- they need to be made available at key buildings in the City, including Council offices, schools and libraries. Exhibitions should be focused in residential areas and supermarkets, and should cover outer areas such as Acomb. Groups who should be consulted with include: sporting/Leisure interest groups, York Property Forum, York Professional Initiative, the Local Strategic Partnership and city centre businesses via the City Centre Partnership. Other methods of communicating with people were also suggested including newspapers, newsletters, the City of York Caravan and a 'have your say' website. It was stated that consultation is only effective if it asks questions that people want to answer and that they are the right questions. Hence the consultation needs to be flexible to be able to identify gaps and feed in comments during the process; and
- **Site and its development:** A range of different comments were raised in relation to the development of the site. These comments include the need to remove the myths of the site, the need to have clear timescales; the scale of ambition needs to be appropriate to the site; links between the site and the City Centre need to be maintained; the issues and options should refer to green areas and the natural environment of the site; and the need to produce an inventory of buildings and historical artefacts. Concern was expressed over the potential over-development

of high rise housing on the site, the impact of construction traffic and how the AAP fits into the wider development strategy.

5.0 GEOGRAPHY

The City of York

- 5.1 City of York Council is a unitary authority covering approximately 105 square miles with a population of around 185,000. The City of York Council area is made up of the historic City Centre and the surrounding urban area along with a number of villages, semi-rural settlements and surrounding countryside.
- 5.2 York is a nationally and internationally prominent City for a number of reasons, not only as a historic City and one of the UK's most visited tourist destinations. The City is also an important location for the Church of England and is an academic centre of excellence. York also plays an important role as a regional and sub regional employment, retail and entertainment centre.

York Northwest

- 5.3 The York Northwest site broadly forms a figure of eight site, with the York Central site to the south and the British Sugar Site to the north. It extends to approximately 100 hectares gross of Brownfield land (approximately 75 ha net developable area) to the north and west of York Central Railway Station. The station is set within the Central Historic Core Conservation Area which covers the majority of York City Centre to the east of York Northwest. A significantly smaller Conservation Area, St Paul's Square/Holgate Road Conservation Area, also lies to the south of the York Northwest area. There are two elements of open space within and adjacent to the York Northwest area, a sports ground in the western part of the British Sugar site and an area known as Millennium Green to the east of the York Northwest Area. Millennium Green is a community maintained wildlife and nature area of Open Space which includes the Holgate Beck.

York Central

- 5.4 The York Central part of the York Northwest area forms a teardrop shaped site, bounded in its entirety by railway lines, to the North and East by the East Coast Main Line (ECML), and to the South West by the Freight Avoiding Line (FAL). The site is flanked to the north and south by residential developments, to the southeast by the historic York City Centre and, to the southwest by the Holgate Park development site

(mixed residential, manufacturing and service/retail). Railways do, however, define this site and restrict access to it and its connection to the rest of the City.

- 5.5 York Central historically has been occupied by a broad mix of rail related activities, including York Railway Station, The National Railway Museum (NRM), railway sidings and other operational areas. The site contains several Listed Buildings within its perimeter including the Railway Station, former Weigh House, former Goods Station along with listed gate piers and gates. In addition the eastern area of York Central falls within the boundary of City of York Council's Area of Archaeological Importance.
- 5.6 York Central also contains, in addition to railway associated uses and the NRM, a number of local businesses in the light industry and trade sectors. Furthermore an element of new residential development exists in the form of St Peter's Quarter and The Crescent, in addition to two older streets of terraced development, accessed by Leeman Road, the only public road access through the site.
- 5.7 The site is diverse, differing sharply from the rest of the City and despite its close proximity to the City Centre it is not, at present, particularly prominent in the overall Cityscape.

Railways and Site Infrastructure

- 5.8 One of the major constraints to the development of York Northwest associated with its geography is the presence of railway lines and associated buildings and infrastructure across the site. Without doubt, railways define, and by their location, ultimately constrain the site, particularly York Central.
- 5.9 York Central is bounded by the East Coast Main Line (ECML) and the Freight Avoiding Line (FAL) and contains within it York Railway Station. These are all in constant use and hence restrict development along the full length of the northern, southern and eastern boundaries and provide barriers which must be crossed if any new access points are to be created to York Central.
- 5.10 York represents a key destination along the ECML in relation to both passenger and freight transport. York Station operates as a mid-way point for freight goods being transported across the UK via the ECML. Either side of York Station the ECML diverges to provide a series of dedicated freight lines (the Freight Avoidance Lines) which bypass the Station itself. This means that freight services can avoid passing through the Station on their journey through York and hence this limits the scope for

freight wagons to interfere with passenger services. As such, passenger trains can operate more efficiently and more quickly as faster passenger trains are not delayed by the presence of freight trains passing through the station.

5.11 Whilst there are clear benefits to the presence of the FAL for ECML travel efficiency and its general contribution in terms of meeting broader government economic, strategic and environmental objectives by supporting rail freight transport in preference to road transport, its location does constrain the development of York Central. The key problems which it creates are as follows:

- The FAL infrastructure takes up a considerable area of land and consequently reduces the land available for redevelopment in York Central;
- The FAL creates a barrier between York Central and Holgate Park and the adjacent business/residential areas to the south making it difficult to integrate York Central with the surrounding area; and,
- The presence of the FAL makes it difficult to create an access to York Central from the A59 and Holgate Road. Any access would need to involve either a road bridge over the FAL or a road tunnel under the FAL and this has implications for cost, environmental and visual impact.

5.12 It is considered that the removal of the FAL could have significant benefits for the development of York Central including facilitating access from Holgate Road, increasing the area of land available for development and increasing the amount of development which could be accommodated on the site. However the FAL forms an essential part of the national railway infrastructure and its removal is not considered to be an option at this time. On this basis, the development of York Central will remain constrained by railways on all sides.

5.13 The continued presence of railways bounding the site generates further constraints in terms of noise and vibration which will necessitate careful consideration when taking decisions as to the type of uses to be located on site and where. More specifically, areas adjacent to the ECML are subject to significant levels of noise and vibration as a result of the high volume of rail movement along the ECML.

5.14 In addition to the railway station, the ECML and FAL, there is a range of other railway infrastructure within the York Central site, some of which cannot be moved but others which may have potential for relocation.

- 5.15 In addition to the ECML, FAL and the Railway Station, other supplementary railway uses occupy land within York Central and have the potential to constrain the site's development. These uses include:
- GNER Car Park
 - York IECC/ICC (the principal signalling centre for the ECML)
 - Engineers Turning Triangle
 - Jarvis Facility
 - EWS Yard (York South Yard)
 - Rail access to the NRM Station Hall
 - Network Rail Training and Material Stores
 - Network Stabling Facilities
- 5.16 An initial assessment of these facilities indicated that relocation, and in some instances re-provision, may be possible in some cases but would be dependent upon alternative relocation sites being available, and subject to other operational constraints and costs. Other uses such as the IECC/ICC cannot feasibly be relocated due to operational and financial constraints and hence will need to remain within the York Central site. The Issues and Options put forward will reflect the Council's current understanding of the status of these individual elements of infrastructure. However these assumptions will need to be considered in further detail when developing more detailed proposals for the development of York Northwest to check that they reflect the most up to date position.

British Sugar

- 5.17 The British Sugar site comprises approximately 38.4 ha and is located in a mixed use area. Surrounding uses include:
- agricultural land/greenbelt to the north-west and trading estate and transformer station to the north;
 - Manor school and residential properties to the west;
 - a new residential estate, a new light industrial estate, a former Tarmac/Topmix plant to the south-east, with allotments beyond; and
 - railway lines to the east, beyond which to the south-east lie a water treatment plant and further to the east, the River Ouse.
- 5.18 The site is currently owned by British Sugar and operates as a sugar beet processing plant, which produces granulated sugar, animal feed and other associated products.

As noted above, there is also a sports club and field on the site, the latter of which is designated in the Local Plan for open space. This field is currently used by the British Sugar Sports Club and Manor School.

Land levels and decommissioning of plant.

- 5.19 The current activities within the site have led to a significant change in land levels across the site, with levels in the northern part considerably higher than in the south. There are 3 large man-made lagoons in the northern part of the site and a range of containment bunds surrounding the molasses storage tanks. This means that considerable earthworks will be required in order to produce a level development site.
- 5.20 The likely timescale for decommissioning, demolition and earthworks/contouring is 18 months to 2 years. The programme for decommissioning has commenced with the closure of the plant anticipated in December 2007. The removal and disposal of the plant will then take place. A detailed decommissioning plan needs to be submitted to the Environment Agency before the Integrated Pollution Prevention and Control (IPPC) permit held by British Sugar can be handed back. Earthworks and contouring will follow the demolition works. Once the site has closed security measures will be put in place to give 24 hours a day, 7 days a week security.

6.0 HISTORY

The City of York

- 6.1 York's history can be traced back to around AD71 when the Romans conquered the Celtic tribes and founded Eboracum, which, by the 4th century was the capital of lower Britain. In the 7th century, known as Eoferwic, it was the chief city of the Anglo-Saxon King Edwin of Northumbria, and two centuries later as Jorvik, it became an important trading centre for the Vikings. The City was damaged by William the Conqueror but by the Middle Ages had become an important commercial centre. In Georgian times York was the social capital of the north and in the 19th century with the coming of the railway and major chocolate manufacturing its industrial future was assured. In more recent times York has diversified to become a major international tourist destination and has developed an increasing focus upon higher education and science related growth.

York Central

- 6.2 The area to the south west of the River Ouse, which incorporates York Central, was thought to be previously used within the Roman period for housing and commerce. Despite a history that stretches back to Roman times, the current development pattern on the York Central site is inextricably linked to its railway past over the last 170 years.
- 6.3 The coming of the railways allowed the expansion of several local businesses of national importance, notably Rowntrees Cocoa Works, and Terry's Confectionery Works. These companies, along with the railway itself, became the major employers in York. The city became a railway transportation hub for the north, due to its convenient location halfway between London and Edinburgh. Major carriage building and repair yards for the East Coast line developed, and workers and their families increased the city's population.
- 6.4 The railway boom made York much more a bustling, industrial city than it had been, with the usual drawbacks that such growth brings. Indeed the York Central site, including areas of South Bank, Leeman Road, and Holgate, were noticeable as products of Victorian railway development. However from 1950's onwards a reduction in railway activity occurred throughout the site which included a continual decrease in

the number of rail tracks and sidings and the removal of many former uses including a slaughter house and associated cattle docks, the gas works and iron and steel works.

British Sugar site

- 6.5 On the basis of maps going back to 1853 and the Archaeological Desktop Assessment the British Sugar site, prior to its use as a sugar refining plant, was primarily used for agricultural purposes.

Historic Environment

- 6.6 The historic environment of York contributes to its success as a tourist destination and an attractive place to work and live. Development at York Northwest must respect the existing qualities of the City, ensuring that the historic environment is not compromised.
- 6.7 English Heritage and the Commission for Architecture and the Built Environment (CABE) commissioned a report 'Building in Context: New Development in Historic Areas' (2001) which sets out a variety of case studies to exemplify and promote best practice for new development in historically sensitive areas. The best practice approach identified favours an informed character appraisal of the proposed development in relation to its surroundings. It further states that a successful project will:
- Relate well to the geography and history of the place and the lie of the land;
 - Sit happily in the pattern of existing development and routes through and around it;
 - Respect important views;
 - Respect the scale of neighbouring buildings;
 - Use materials and building methods that are high in quality as those used in existing buildings; and
 - Create new views and juxtapositions which add to the variety and texture of the setting.
- 6.8 York is a city of historic importance and in the York Central site there are a number of distinctive Listed Buildings associated with the engineering and railway history of the site. The following buildings and structures within the site are listed:
- York Railway Station;
 - Water Tank and Workshop, which used to serve the first railway station;

- National Railway Museum;
- Weigh Office; and
- Gates and gate pier.

6.9 The York Railway Institute has recently been nominated for listed building status.

6.10 A full list of the historic buildings in the area is attached in Appendix One. This also outlines the building function and designation.

6.11 The City walls are a Scheduled Ancient Monument. The station is also within the Central Historic Core Conservation Area (a description of this is attached in Appendix Two). Preservation of the Listed Buildings and views of the historic elements within the city centre are crucial when considering the design, size, scale and location of development within York Northwest. Furthermore the necessity to protect the setting of these historic buildings again creates constraints upon the type and location of new development within these sensitive areas of the site.

6.12 There are views to the Minster from some positions within the site. There may also be points to the west of York Northwest and points elsewhere around the City where development of tall buildings on this site could affect important views of the Minster.

6.13 Nevertheless York Northwest will create a new piece of townscape, which is outward looking and complementary to the City Centre and listed Railway Station. New buildings and spaces, bridges and routes through the site will provide opportunities to create new views and vistas, which will add to the variety of views and provide visual links to the historic city centre and key elements within it.

7.0 THE ENVIRONMENT

Setting

- 7.1 The setting of York is characterised by open approaches leading towards the City. Long views are achieved across the relatively flat landscape with only occasional woods to interrupt extensive views. The series of green wedges enables long vistas to be experienced from the outskirts towards important city landmarks such as York Minster. York Minster is a dominant feature within the City and view of this building are widely held to be very important in defining the special character of York and its setting.
- 7.2 The open approaches enable the City to be experienced within its wider setting establishing a close relationship between the urban area, green wedges, surrounding countryside and the villages. The green wedges are a characteristic feature of York, contributing to a unique urban form. They are large tracts of undeveloped land which extend from the countryside into the heart of the city. The green wedges comprise the land around the historic 'strays' and the Ouse 'ings'.
- 7.3 The setting of the York Northwest area remains inextricably linked to railway use and the sugar refinery process, as such, with the exception of Millennium Green and the sports field within the British Sugar site, its physical environment is currently bereft of the large tracts of green wedges that benefit other parts of York City.

Landscape & Ecology

- 7.4 The landscape of the York area is broadly characterised as relatively flat and low lying agricultural land dominated by the wide flood plain of the River Ouse, rising slightly to the east and surrounded by a relatively evenly spaced pattern of villages. Within a relatively small area the City of York boasts a range of sites and habitats which provide for some of Britain's rarest breeding birds and a diverse range of plant life, a number of which are recognised as being of exceptional nature and conservation value.

York Central

- 7.5 The landscape of York Central is again constrained by its association with the railway industry. No national nature reserves, Sites of Special Scientific Interest (SSSI),

RAMSAR Sites, Special Areas of Conservation or Special Protection Areas have been designated within York Central. Millennium Green, designated as Open Space within the Draft Local Plan, provides the only element of nature conservation immediately adjacent to the site. The landscape is therefore dominated by railway associated uses on the site and the adjacent residential and City centre built environment, which includes significant heritage.

- 7.6 There have been a number of ecological reports relating to the site at York Central and the surrounding area, most recently a phase one habitat survey commissioned by Yorkshire Forward and undertaken by Carl Bro in March 2006. A phase one habitat survey is a standardised system for classifying and mapping wildlife habitats in all parts of Great Britain and provides information on the location, extent and distribution of habitats of nature conservation importance.
- 7.7 The survey demonstrated that much of the York Central site is dominated by vegetation typical of derelict sites. This has colonised between railway lines and old sidings across the site. There are also the overgrown remains of some areas of ornamental plantings and amenity grassland as well as an area of semi-improved neutral grassland in the centre of the site adjacent to St Peters Quarter which is thought to be the remnant of a former meadow and supports a number of ant hills. The recently discovered York Radiate Groundsel is also present on the site although its distribution is unknown. It is possible that the York Central site is one of the only locations in the UK where this species exists.
- 7.8 A number of scattered trees are present across the York Central site, mostly concentrated along fence and wall boundaries and between buildings. Most of these trees are young (5-10 metres tall) and include species such as sycamore, ash and silver birch. A number of trees, mainly sycamore of up to 6 metres in height, have been planted along Leeman Road.
- 7.9 The survey work confirmed that there are no potential great crested newt breeding ponds in the vicinity of York Central or in surrounding connected habitats and the habitat on site was found to be unsuitable for this species. Likewise no evidence of badgers, watervoles or otters was recorded during the survey work and the habitat is not considered suitable for any of these species.
- 7.10 A limited number of the existing buildings on the site were found to have the potential to support roosting bats and it is possible that bats may forage along the railway lines

and may be attracted to the York Central site, especially areas with security lighting which may attract large densities of insect prey. For this reason it will be necessary to carry out a detailed bat survey.

- 7.11 Whilst the majority of the site has very limited potential for nesting birds some areas of the site contain dense shrubs and young trees which would provide opportunities for nesting birds and some of the buildings may provide suitable nesting space. A range of bird species were recorded during the phase one survey including: Meadow Pipit, Goldfinch, Magpie, Robin, Jackdaw, Blackbird, Starling, Black Headed Gull and House Sparrow. Although not observed during the survey, it is known that a small number of Black Redstart did breed on the site in the late 1980's and 1990's. This species is specially protected under Schedule One of the Wildlife and Countryside Act and a breeding bird survey will be needed to ascertain its presence on the site.
- 7.12 All areas of the York Central site are considered to provide potentially excellent habitats for reptiles, including common lizards, slow-worms and grass snakes. All reptiles are protected against intentional killing and injuring under the Wildlife and Countryside Act 1981. This means that if the harming of a reptile can reasonably be avoided then any act causing harm is quite probably illegal and measures should be put in place to avoid this happening. In this context if it is established that reptiles are present on the York Central site, appropriate mitigation may need to be developed to prevent any proposed activities from causing harm.

British Sugar

- 7.13 The landscape of the British Sugar site has literally been shaped by the operations of the sugar refining plant. A manmade mound has been created at the northern part of the site to accommodate three effluent lagoons. In other areas of the site, tanks are surrounded by elevated land in order to contain any potential spillages.
- 7.14 Given the site's industrial past, there are no national nature reserves, Sites of Special Scientific Interest (SSSI), RAMSAR Sites, Special Areas of Conservation or Special Protection Areas designated within the site, or within 1km of the site.
- 7.15 An ecological report was prepared by Martin Hammond (Wildlife Consultant) in May 2007. Its findings are based on four site visits made in April and May 2007. In terms of habitat, it was noted that there are small areas of semi-mature broadleaved plantation, patches of hawthorn, scrub and bramble, gravel and clinker, soil piles,

settling lagoons, a polythene lined pond, railway sidings and a steep embankment, limited areas of grassy embankment and a sports field. Surveys in April and May did not reveal any scarce or threatened native plant species on the site.

- 7.16 Invertebrate communities of conservation significance were identified at the old railway sidings within the site. In particular there is evidence that Aculeate Hymenoptera (bees, wasps and ants), including a nationally rare bee, *Nomada fulvicornis* (Six banded Nomad bee) and a regionally scarce bee, *Melecta albifrons* (Cuckoo bee), occupy this habitat.
- 7.17 A separate study was undertaken during April and May 2007 by Martin Hammond to provide further details of the invertebrates present at the site. This concluded that the disused railway sidings at British Sugar are important for Aculeates, supporting two species which are rare in Yorkshire and one which is also scarce nationally. Several localised species were also recorded and the presence of large numbers of burrows in the sandy banks indicates that this is a well established nesting habitat for various species. In terms of other invertebrates, the survey work identified remarkably few Coleoptera (beetles) but 47 Diptera (fly) species were recorded including a few of which may be genuinely rare. Other interesting species recorded included Brown Argus Butterflies, Slender Groundhopper and the snail *Candidula insecta*.
- 7.18 Based on the evidence gathered the presence of these species, and in particular the native species of aculeate Hymenoptera, 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. The study indicated that motor traffic is believed to be a significant cause of mortality to larger slow-flying bees so if a busy access road was to be routed alongside the cutting there would be a need for a wide offset accommodating foraging habitat, a hedgerow then a 'sterile' zone unattractive to insects, for example paving or close mown grass. If gardens were to back onto the cutting this would provide a more benign form of neighbouring development but the buffer zone would have to be wide enough to keep most of it in full sunlight, taking into account the height and aspect of buildings and garden boundaries.
- 7.19 Mammals recorded within the site include Rabbits, Foxes, a Weasel, Moles, a Woodmouse, and a Grey Squirrel. Other common mammals likely to occur on the site

include the Brown Rat, Bank Vole and Common Shrew. It was observed that there is no evidence of Badger or Water Vole activity at the site.

- 7.20 No bat surveys have been undertaken on the site. However, it is likely that some bat species, including the Pipistrelle bat, will be present on the site. A specialist survey will, therefore, be required before the site is developed.
- 7.21 In terms of birds species present at the site, bird monitoring since 1995 has indicated that 68 species have frequented the site (although some only as casual visitors), of which 38 species have bred. During the latest survey one additional species, a Lesser Whitethroat has been noted.
- 7.22 There have been sightings of specially protected species on the site, during previous surveys. These protected birds include inter alia the Black Redstart, (which has not been seen since 1990) and the Little Ringed Plover. The British Sugar site is not of critical importance to the survival of any bird of conservation concern in the local area, although further surveys will be necessary to establish whether protected birds are present before any development activity takes place. Where the development of the site is likely to impact protected birds- mitigation, compensation and enhancement measures should be employed.
- 7.23 Amphibians recorded on the site included the Common Toad, Common Frog and the Smooth Newt. In particular it was observed that the pond close to Low Poppleton Lane may be of local importance as a Common Toad breeding site and arrangements would need to be made to relocate these toads prior to any development taking place. No protected species, such as the Great Crested Newt were found on the site.

Heritage & Archaeology

- 7.24 An important element of York's environment is its unique City Centre. The City of York is one of only five historic centres in England that has been designated as an Area of Archaeological Importance. The City has around 2200 listed structures (of which 241 are Grade I and II*). There are 22 scheduled monuments in the City including the City Walls, York Castle, Clifford's Tower and St Mary's Abbey. Design and conservation issues are a very important consideration for the City of York. Much of the unique attractiveness of the City as a place to live and work, and for leisure and tourism arises from its historical assets and special relationships between its buildings, streets, squares and open spaces.

- 7.25 This special character is equally important both in the City Centre and in many of the outer urban areas and villages in the City of York.

York Central

- 7.26 The York Central environment, although significantly restrained by its association with railway uses, retains an element of heritage conservation through the same rail use legacy. The NRM along with the three Listed Buildings on site, including the Railway Station, provide a heritage focus to the eastern boundary of the site which adds to the attractiveness and historic milieu of York City Centre.
- 7.27 The whole of the York Central site is archaeologically of interest and there is evidence to suggest that the area was the focus of significant activity during the prehistoric era. It is understood that the area to the immediate west of the Railway Station was used as a Roman Burial Ground and two Roman roads are also believed to have traversed the York Central site. The area was utilised as agricultural land during the medieval and early post medieval periods. It was one of the national centres of the railway network during the later post medieval periods, and significant remains relating to the later post medieval and modern periods and significant remains relating to the history of the railways exist within the site.
- 7.28 The Local Plan identifies an Area of Archaeological Importance which incorporates York City Centre along with the area of York Central east of St Peter's Quarter, defined by a north/south divide running from the River Ouse in the North to St Paul's Square/Holgate Road Conservation Area to the south. The remainder of the site is also designated as an area of Archaeology significance in the Ancient Monuments and Archaeology Areas Act 1979.
- 7.29 Due to the considerable historic significance of York Central in terms of its industrial archaeology relating to the railway industry the redevelopment of the area must be preceded by a Historic Environment Audit which assesses the significance of the existing historic built environment (both statutorily protected and unprotected). This should determine what built heritage is present on the site, assess its significance and include proposals for its integration into the development or recording prior to demolition.
- 7.30 Furthermore, any archaeological finds at the site will need to be suitably recorded and removed or preserved in situ. The planning brief required that within the Area of

Archaeological Importance at least 95% of any archaeological deposits will remain intact on the site after development takes place. Elsewhere within the site, it suggested that, any other deposits which are of national importance must be preserved in-situ. Similar requirements will need to be set out in the AAP.

British Sugar

- 7.31 An Archaeological Desktop Assessment of the British Sugar Site was undertaken by On Site Archaeology in May 2007. It was noted that there have been relatively few archaeological investigations within the surrounding area, upon which to base an assessment of the potential of the site. However, from the evidence gathered it has been concluded that the archaeological potential of the site is considered to be fairly low. Any roman or medieval remains present on the site are likely to represent agricultural field systems, rather than a settlement.
- 7.32 The construction of the Sugar Beet Plant has led to substantial ground disturbance at the site during the 20th century. Much of the site will therefore not contain any early remains. However, there are two areas of the site that have remained relatively undisturbed. These areas comprise the sports field, located on the south-western edge of the site and the existing staff car park, in the south-west corner. The desktop study recommends an archaeological evaluation of these areas, prior to the redevelopment of the site. This evaluation should take the form of a geophysical survey, possibly followed by the excavation of evaluation trenches.
- 7.33 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.

Flooding

- 7.34 Flooding is a key issue for the City of York, a concern which was brought sharply in to focus by the flooding of autumn 2000. The City of York is affected by 3 main rivers (Foss, Ouse and the Derwent) along with associated becks and tributaries. Given recent reports on climate change and the effect of modern drainage systems on river levels the expectations are that flood risk is likely to become an increasing problem.

Strategic Flood Risk Assessment (2007)

- 7.35 The Strategic Flood Risk Assessment was published in June 2007. Its purpose is to assess the different levels of flood risk in the York Unitary Authority area and to provide maps to assist with statutory land use planning and in particular the preparation of the LDF and the determination of planning applications.
- 7.36 The SFRA explains that the River Ouse is the largest river within York. It drains the Yorkshire Dales Catchment and is formed from the rivers Swale, Ure and Nidd upstream of York. Within the York boundary the River Ouse has a number of main tributaries, including Holgate Beck.

Flood Defences

- 7.37 It is noted that large sections of York are protected by numerous River Ouse flood defence schemes, including defences at Clifton Ings, Holgate Beck and Leeman Road. These defences comprise a mixture of earth embankments, brick or stone clad concrete walls and gates. The defences at Leeman Road and Holgate Beck have flood pump stations associated with them to deal with foul and surface water flows from the dry-side of the catchments. While these flood defences help to reduce the risk of flooding they do not offer complete protection.
- 7.38 In relation to Holgate Beck the SFRA notes that flooding occurred in this sub-catchment in 1947, 1978 and 1982 as a result of backflow from the River Ouse. Following the 1982 flood the Holgate Pumping Station was constructed and the area has been kept free from flooding to date. However, there is a high risk of flooding if the pumping station fails or the West End/Leeman Road Embankments are overtopped/breached.
- 7.39 In terms of future flood defences the Environment Agency have published the Ouse Flood Risk Management Strategy Report. (FRMSR) This report sets out their plan for the sustainable management of flood risk to people, property and the environment over the next 100 years. It indicated that there were a number of economically viable options that could provide a uniform standard of protection to the whole study area, including improving off-line storage at Clifton Ings and raising and providing new defences throughout the area.
- 7.40 The FRMSR also noted that a priority in the short term (before 2010) would be to increase the existing standard of protection at the Water End/ Leeman Road area. It

suggests that 205m of new embankment along the Water End should be provided, a 90m long sheet pile cut-off wall should be installed and the existing Leeman Road embankment should be replaced due to its current poor condition.

Flood Zones in York Northwest

- 7.41 York Northwest lies within three Flood Zones (1, 2, and 3). THE SFRA explains that flood risk within each Flood Zone will vary according to the vulnerability of different types of development. In Flood Zone 1, which includes most of the British Sugar site, there are no constraints on the allocation of sites due to River Flooding. However, where sites exceed 1 ha they have the potential to increase flood risk elsewhere through the addition of hard surfaces. On these sites a Flood Risk Assessment (FRA) will be required to demonstrate the effect of the new development on surface water run-off. Furthermore on large sites exceeding 1ha suitable allowance for public open space should be made to allow for the location of any SuDS.
- 7.42 Much of the York Central site lies within Flood Zone 2 and is therefore potentially vulnerable in the long term. The SFRA explains that this zone is suitable for most developments, apart from highly vulnerable uses (e.g. basement dwellings and essential civil infrastructure). Any proposals for highly vulnerable uses within Flood Zone 2 would need to pass the Exception Test. All developments within Flood Zone 2 will need to submit a site-specific FRA to prove their viability. This FRA must also assess the sensitivity of the site to climate change. Such developments should also be considered with respect to other potential sources of flooding including sewer flooding, groundwater, overland flow from adjacent sites, and flooding to adjacent sites.
- 7.43 Flood Zone 3a (ii), which includes part of the York Central site, is defined in the SFRA as a non-functional floodplain at high risk of flooding, with an appropriate standard of flood defence for existing development as defined by Defra (1 in 50 year protection), but which is not defended to the appropriate minimum standard for new development as defined by PPS25 (1 in 100-year protection). These areas are deemed suitable for water-compatible uses. The more vulnerable, less vulnerable and essential infrastructure uses should only be permitted in this zone if the Exception Test is passed. Furthermore, when considering potential development sites within this zone the Sequential Test must also be passed. Like Flood Zone 2, development sites within Flood Zone 3a (ii) should be considered with respect to other potential sources of flooding. Proposed developments should avoid the Rapid Inundation Zones (RIZ)

(i.e. areas behind flood defences at risk of rapid inundation should defences fail). Where developments are proposed within RIZ a sequential approach should be applied, with preference given to sites where the lowest consequences of flood defence failure are anticipated.

7.44 The Environment Agency should be consulted on:

- For all sites over 1ha in Flood Zones 1 and 2;
- All civil emergency infrastructures in Flood Zone 2; and
- All development within Flood Zone 3.

Sequential and Exception Tests for Forward Planning

7.45 The sequential approach is designed to ensure that sites at little or no risk of flooding are developed in preference to areas at higher risk. This approach should be used by the Council when allocating land through the LDF documents.

7.46 Where the sequential test has been applied, and it is not possible or desirable to locate development in areas at little or no risk of flooding, the Exception Test can be applied. This test will ensure that sites are only allocated in higher risk zones where it can be demonstrated that wider sustainability objectives can be achieved. It is designed to ensure that the flood risk posed to such sites is controlled and mitigated to an acceptable level. Where the Exception Test cannot be satisfied then the site should not be allocated in the LDF.

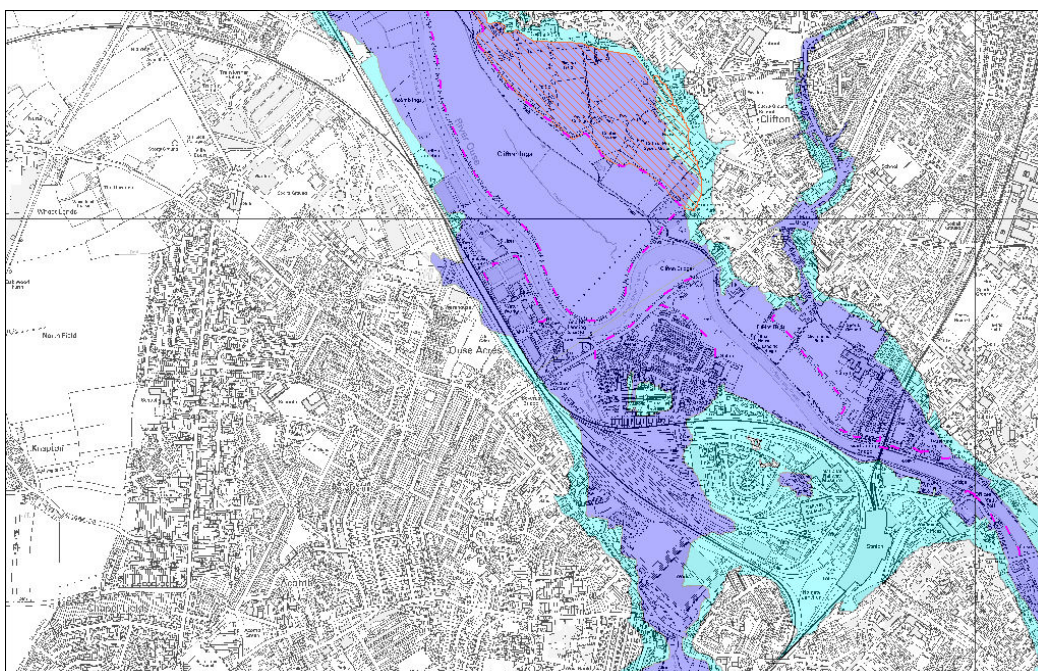
7.47 The SFRA explains that the Exception Test seeks to establish whether the site meets the following three criteria:

- the development of a site provides wider sustainability benefits to the community that outweigh flood risk;
- the development is on previously-developed land; and
- the accompanying FRA must demonstrate that the development will be safe without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

7.48 The SFRA also sets out guidance for development control and the consideration of planning applications. This guidance will need to be adhered to when considering applications at York Northwest.

York Central

- 7.49 Within York Central the northern part of the site, adjacent to Water End is within flood zone 3a_{ii}, i.e. is an area susceptible to flooding (but which have not necessarily historically flooded). Flood Risk Zone 3a_{ii} are areas at high risk of flooding which are currently defended to 50 year protection for existing development but not defended to the appropriate one in 100 year protection for new development.



- 7.50 In the plan above purple shows the area within flood zone 3a_{ii}. The green shows flood zone 2.
- 7.51 At present the York Central site does not benefit from any river defences and a range of works would be needed to provide a sufficient standard of protection for new development. In particular, recent work undertaken by Carl Bro has indicated that raising the standard of existing defences at Water End /Leeman Road is a priority option for the Environment Agency and more detailed studies of minor watercourses such as Holgate Beck are required in advance of any defence works. The flood risk should not prevent the development of York Central but will mean that adequate flood protection measures will need to be put in place. The flood defences at Leeman Road have now been identified as part of a programme of works by the Environment Agency to increase flood protection measures.
- 7.52 The only other areas within the York Central area which are subject to flood risk are:

- the area adjacent to Holgate Beck at Water End; and
- part of the Royal Mail site, Leeman Road.

7.53 These areas again are susceptible to flooding but have not necessarily historically flooded. Both areas lie outside the York Central site though within a wider area identified in the planning brief as safeguarded to facilitate the development of the area. Millennium Green forms part of the flood storage system for Holgate Beck. During the heavy rainfall event in summer 2000 (classified as a 1 in 80 year event) the York Central site did not flood. However the pumps in the Holgate Beck pumping station were working at full capacity. This means that Holgate Beck poses a flood risk to the York Central site in the event of pump failure and subsequent backing up of the system. The works to be undertaken by the Environment Agency will reduce the risk of flooding in this area. However, at this time, there is no date for implementation of these works.

7.54 Other issues relating to water drainage which may constrain the site's development include:

- Holgate Beck Culvert - Marsden Moor Internal Drainage Board have confirmed that no additional flows are to be accepted into the Holgate Beck Culvert.
- Sewers - Yorkshire Water have confirmed that no additional surface water can be disposed of to the existing public combined sewers located within the site. However it is anticipated that foul drainage can be accommodated within the existing combined drainage system.
- There are development restrictions associated with both Holgate Beck culvert and the existing combined sewers, which require that no permanent building(s) can be constructed within a specified zone from the culvert/sewer centre line.

7.55 While surface water drainage for the new development has potential to be achieved via a new connection to the River Ouse and to the existing combined sewers, both will require on site storage systems to limit discharge of between 7,000 - 10000m². Storage is likely to need to consist of underground tanks and several storage ponds.

7.56 Flood defences are present throughout the City of York however the Environment Agency has confirmed that these are not to an adequate standard and they do not include an allowance for climate change. In this context the York Central site does not benefit from any river defences at the moment and will need to be protected for 1 in 100 year flooding.

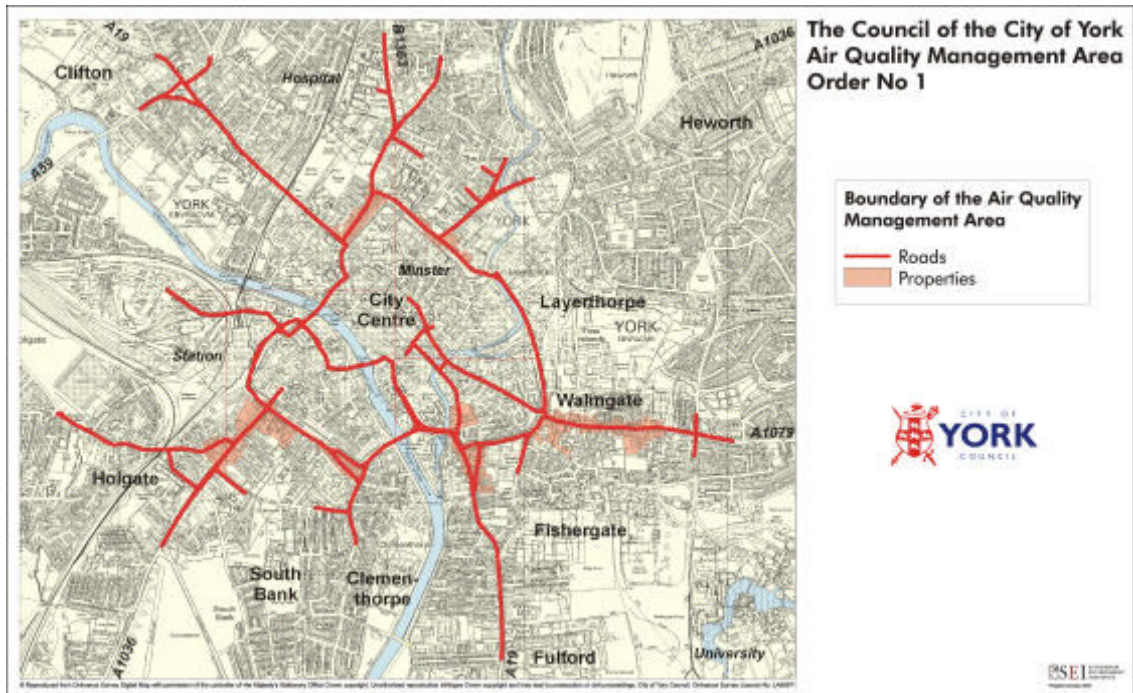
British Sugar

- 7.57 The site does not lie within an indicative fluvial floodplain as classified by the Environmental Agency, although the River Ouse floodplain comes within 75m of the site to the east. This indicates that this area to the east of the site is at risk of flooding from a 1 in 100 year flood event, or has a one percent chance of flooding each year.

Air Quality

- 7.58 Traffic congestion and its associated air quality and safety problems is identified in the City of York Local Transport Plan 2006-2011(LTP2) as the single most important issue facing the City. By 2011 traffic levels in the morning peak are, in the absence of measures to widen transport choice and influence travel behaviour, forecast to increase by 14% and by 27% by 2021. This increase will arise from the national trend of increasing car ownership, together with additional development. This will contribute to increased congestion, leading to a drop in vehicle speeds and an increase in journey times. This will affect not only the quality of life for the residents of York, but also the ability of the city to attract new jobs, investment and tourism. Furthermore not only will this increase in traffic congestion cause frustration and delay, as well as harm to the local economy, but it will also harm the environment in other ways. By way of example, it will increase air pollution which is detrimental to York's air quality, and has various impacts on health. It will also contribute to climate change through the emission of green-house gases.
- 7.59 In order to address air quality issues the LTP2 sets as a priority the need for lower emission vehicles in the city centre, the active promotion of sustainable travel including car clubs and car sharing and the development of a sustainable freight strategy for the city. The Council is working with developers and specialist organisations to link pools of environmentally friendly vehicles into new and existing residential schemes thereby discouraging private car ownership. These will play a key role in minimising car trips to new developments such as York Northwest.
- 7.60 The Government published its National Air Quality Strategy in March 1997, which requires local authorities to review and assess air quality against national objectives. Where the objectives are unlikely to be met an Air Quality Management Area (AQMA) must be declared and an Air Quality Action Plan (AQAP) implemented to improve air quality. Following assessment work it became evident that there were five areas of the City of York where average annual nitrogen dioxide levels were predicted to

exceed desirable levels. This led to the declaration of an AQMA and this was followed by the preparation of an Air Quality Action Plan which set out the initial measures which Council intended to take to achieve a reduction in nitrogen dioxide levels in the City. A second AQAP was published in April 2006 and the boundary of the AQMA is shown on the map below.



7.61 One of the areas identified in the AQAP as being affected by excessive nitrogen dioxide levels is Holgate Road. The Council estimates that 66% of the nitrogen dioxide recorded in this area results from road traffic. Of this 66% it is estimated that 7% comes from Light Goods Vehicles, 19% results from cars, 17% comes from heavy goods vehicles and the remaining 23% results from buses. This shows that motorised transport accounts for over one third of the nitrogen dioxide emissions in this area and that whilst buses and HGV's make up only a small proportion of the vehicles on the roads they make a disproportionately high contribution to the overall nitrogen dioxide level.

7.62 In order to achieve an improvement in air quality two outcomes must be achieved:

- Congestion and the number of vehicles travelling in air quality hotspots must be reduced;
- Emissions from remaining vehicles must be minimised.

7.63 The need to reduce vehicle movements at the southern end of Holgate Road is of particular importance in considering the development of the area, and in particular, the location of any new transport interchange or access points.

- 7.64 The AQAP is focused mainly on ways to reduce traffic pollution but also contains measures aimed at reducing emissions from industrial and domestic premises. With specific regard to York Northwest the most applicable measures are the following:
- Reducing the need to travel by motorised vehicles (via encouraging home working and mixed land use that gives advantages to trips on foot, cycle and by public transport);
 - Encouraging walking and cycling (via introducing additional cycle routes, undertaking campaigns to promote the image of walking and cycling, targeting the 'school run' to further improve levels of walking and cycling to school); and
 - Encouraging the use of public transport (via increasing frequency and availability of bus services, expanding Park and Ride services, providing discounts and promotions to make bus use more attractive, improving bus information and bus ticketing).
- 7.65 The AQMA covers an area of the city centre core around the inner ring road and surrounding residential areas. However it does not include the York Northwest area.
- 7.66 Due to the scale of the development likely at York Northwest it will require a detailed air quality assessment such as a full ADMS-Urban assessment, based upon the Transport Impact Assessment and the predicted increases in daily average traffic flow (AADT). The assessment would need to identify the impact in terms of air quality on roads within, adjacent to and on the surrounding road network, paying particular attention to those areas currently within the AQMA, e.g. Holgate Road, and those areas where air quality is a concern, but not currently in breach of the air quality objectives e.g. Water End and Salisbury Road. The assessment would also need to consider the impact of planned and committed developments in the area.

Ground Conditions and Contamination

York Central

- 7.67 It is extremely likely given the historic nature of York Central that significant contamination will exist within the site. The majority of the site has at some time, been occupied by railway associated operations and uses. As such possible contaminants may include hydrocarbons, spent oxides, herbicides, metal fines, ash, coal dust, heavy metals, fuel/heating and lubricating oils, asbestos, iron and steel slag, sulphates, phosphates, cyanides, acids, alkalis, solvents and biological hazards.

- 7.68 Previous redevelopment of the adjacent Holgate Park exposed ground contamination in the form of asbestos sporadically deposited across the Holgate Park site. It is therefore possible that similar contamination may well be apparent within York Central itself.
- 7.69 In addition previous works on the site including Gas Works, present in the northwest corner of York Central between 1892 and 1930, The Phoenix and Albion Steel Works (late 1890's/early 1900's) and the Slaughterhouses associated with the cattle pens and cattle docks are all likely to have generated contaminants within the site boundary.
- 7.70 A range of survey work comprising desk-based work, visual and intrusive investigations was carried out by Carl Bro on behalf of Yorkshire Forward between July 2005 and February 2006. The survey demonstrated that potential hotspots of hydrocarbons exist which will require further work to determine the necessary remedial action. It also identified elevated levels of carbon dioxide (CO₂) and depleted levels of O₂ (oxygen) in some locations thought to be associated with the presence of organic matter and contamination. Evidence of asbestos containing materials was also found and initial survey work indicated that passive gas protection measures may be needed in buildings. The Carl Bro study concluded that enabling works will be required to be made ground in areas to be developed due to the level of contamination. This could be achieved by capping the existing materials with either hard impervious surfacing or replacing with an appropriate thickness of fill or topsoil. A more specific detailed assessment of contamination will be required as part of the development process.
- 7.71 Ground conditions have also been assessed and whilst some ground improvement works may be required in preparation for development, there are not considered to be any insurmountable constraints upon development.

British Sugar

- 7.72 There have been a number of site investigations and reports relating to the ground conditions at the British Sugar site. The most recent report, the York Sugar Factory Site Protection and Monitoring Programme (SPMP) First Phase Reporting: Assessment of Reference Data, was written in August 2006. This report observed that in the north of the site there are elevated levels of ammoniacal nitrogen, Extractable Petroleum Hydrocarbons (EPHs), PAHs (Polyaromatic Hydrocarbons), Volatile Fatty Acids, nitrate concentrations, methane and carbon dioxide in the soil

and/or ground. Furthermore, the pH of the soil in the northern part of the site is slightly higher than in other parts of the site. The potential sources of these elevated levels of pollutants is thought to be from the historic and existing settlement ponds and degradable organic matter.

- 7.73 The report carried out in 2006 was not fully comprehensive in terms of its on-site coverage and it is likely that further site investigation surveys will be required. This will apply to both the British Sugar site and also to the York Central site to establish the extent to which the York Northwest area is contaminated by toxic or other noxious materials.

York Northwest

- 7.74 Remediation schemes to deal with any contaminated materials present on the York Central and British Sugar sites, including the amelioration or removal of any contamination, will be necessary. The remediation scheme should assess the risk to all relevant receptors, including local watercourses and ground water. As the approved scheme(s) will need to be implemented before the development is undertaken and occupied, the issue of contamination is not at this stage considered as a significant constraint which would prevent development upon the site.

Noise & Vibration

- 7.75 Developments in York, which have the potential to create noise pollution, are currently controlled through restricting the hours of operation and construction and through controls contained within the Control of Pollution Act 1974 and British Standard B.S. 5228: Part 1: 1997, a code of practice for "Noise and Vibration Control on Construction and Open Sites" and in particular Section 10 of Part 1 of the code entitled "Control of noise and vibration".
- 7.76 Given that parts of York Northwest lie adjacent to rail tracks, there is potential for noise pollution and vibration both from the trains passing through the area and from the train maintenance depot located within the York Central site. The development of the York Northwest area will inevitably lead to an increase in existing noise levels, during construction and through the introduction of more residents, businesses and traffic in this area. Any development will therefore need to meet the requirements of the documents set out above.

8.0 THE ECONOMY AND EMPLOYMENT

Policy Context

National Context

- 8.1 'Securing the Future' (2005), the UK sustainability strategy indicates that one way the goal of sustainable development will be pursued is through an innovative and productive economy that delivers high levels of employment, coupled with social justice and the protection of the environment. PPS1 also states that a sustainable, innovative and productive economy, that aims to bring jobs and prosperity for all, is an important element in achieving sustainable development. This includes making suitable land available for economic development in line with economic, environmental and social objectives.
- 8.2 In PPG4 the Government encourages economic development in line with a high quality environment, and states that consideration of environmental issues makes good economic sense for business and industry. In particular, planning authorities when preparing development plans should encourage development 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.
- 8.3 Government guidance in PPS 6 provides guidance on planning for the future of town centres and the main uses that relate to them. The Government's key objectives for town centres is to promote their vitality and viability by planning for the growth and development of existing centres. Local authorities should promote and enhance existing centres by focusing development within them and encouraging a wide range of services in a good environment accessible to all.
- 8.4 PPS 6 provides guidance on the sequential approach to site selection and requires that locations are considered in the following order:
- Sites within existing centres (defined as the extent of the town centre as shown on the local plan proposals map)
 - Edge of centre locations (in the case of office development defined as locations outside of the town centre but within 500 metres of a public transport interchange)

with preference given to sites which are or will be well connected to the centre; and then

- Out of centre sites (defined as a location which is not in or on the edge of a centre but not necessarily outside the urban area) with preference given to sites which are or will be well served by a choice of means of transport and which are close to the centre and have a high likelihood of forming links with the centre.

8.5 Based on these definitions part of the York Northwest site (comprising the railway station and the land to the east of the railway lines) comprises a town centre site, part comprises an edge of centre site (the eastern section of the site adjacent to the railway station) and the remainder would be considered as out of centre. This has implications for the distribution of uses across the site.

8.6 PPS 6 advises that local authorities should work in conjunction with stakeholders and the community to assess the need for new floorspace for town centre uses taking into account both quantitative and qualitative considerations; identify deficiencies in provision; and assess the capacity of existing centres to accommodate new development. In selecting sites for development local planning authorities should:

- Assess the need for development
- Identify the appropriate scale of development
- Apply the sequential approach to site selection
- Assess the impact of development on existing centres; and
- Ensure that locations are accessible and well served by a choice of means of transport.

8.7 An assessment of the need for new office floor space over the development plan document period should be carried out as part of the plan preparation and review process and updated regularly. In this context, an Employment Land Review (ELR) has been commissioned by City of York Council and the findings of the Stage 1 Study have now been published. The study, by economic consultants SQW, looks at the regional and local context, existing employment land supply and future demand. The Stage 2 study, not yet completed, will make recommendations on the level of future employment land required to meet need and give market choice and flexibility.

8.8 At the regional level the assessment of need should involve the forecasting of future employment levels and the identification in regional spatial strategies of suitable broad locations where regionally significant office development should be located.

The physical capacity of centres to accommodate new office development and the

town centre's role in the hierarchy should also be relevant to planning for new office development.

Regional Context

- 8.9 The Regional Spatial Strategy (2004), the emerging Draft Replacement Regional Spatial Strategy (2005) and the Regional Economic Strategy (RES) are key strategies in planning for sustainable economic development in the region and in York.
- 8.10 The replacement RSS is being prepared by the Yorkshire and Humber Assembly and once adopted will supersede the existing RSS (RPG12). The Draft Replacement RSS paper provides employment forecasts to 2016 of between 87,300 and 93,700 jobs for York, which amounts to up to 5,447 additional jobs over and above the 2005/6 baseline. The Council challenged these figures as being too low at the Examination in Public. The employment growth projections carried out for SQW as part of their York ELR identified the potential for up to 10,417 additional jobs to 2016 in York, based on a Science City York growth scenario (and 16,006 to 2021). The Panel Report has recommended that the draft RSS forecasts are revised to take into account the latest runs of the Regional Econometric Model presented by Yorkshire Forward at the EIP. These forecasts closely correspond with the latest SQW projections for York.
- 8.11 The draft RSS document states that a full range of sites, including a significant supply of quality land suitable for B1 uses will be required. New employment developments will need to support the needs of developing initiatives such as York Science City and the role of York as a key component of both the York and Leeds City Region Sub Area approaches.
- 8.12 The emerging RSS identifies York as a focus of regional significance for economic growth and states that future development should be accommodated 'to build upon the success of its economy in a sustainable way which respects its historic character'. It recognises that, as a walled City, the centre of York is constrained in terms of its capacity to accommodate significant new employment and office development, and also that outside of the urban area, development of the scale required to meet demand would require the loss of greenfield sites. Consequently, development at York Northwest would allow for a significant proportion of the future development needs of the City to be accommodated in a highly sustainable location, adjacent to the main Railway Station.

- 8.13 The Regional Economic Strategy (RES) for Yorkshire and the Humber, developed by Yorkshire Forward, sets out a ten year strategy to improve the region's economic performance. Published in July 2006 it highlights York's role as a regional economic driver and its specific role as the region's Science City. There is also a significant emphasis on achieving sustainable economic development and improving essential transport links.
- 8.14 The Sub Regional Investment Plan (SRIP) for York and North Yorkshire, prepared to deliver the Regional Economic Strategy at the local level, divides the sub region into two distinct areas, areas of opportunity and areas of regeneration. The City of York is classified as an area of opportunity with the necessary mix to achieve economic growth and increase productivity. Key themes of SRIP are:
- To build and develop York's Key City role, in particular its Science City function, and;
 - To develop the City's economic linkages in the region.
 - Priority actions of relevance to York Central include:
 - Increase tourism investment;
 - Invest in the City Centre and strategic sites;
 - Expansion of the University of York and York Central; and
 - Enhance Science City York.
- 8.15 The Northern Way Growth Strategy is also of importance. It outlines the role of York in its own right, as a centre of higher education excellence, a successful Science City and a major international tourist destination.

Local Context

- 8.16 As part of the background work to inform the Local Plan the Council commissioned Dr Bernard Stafford of the University of York to predict the number of employees there would be in different employment sectors in York in 2021. This work looked at the following four economic scenarios relating to York's future economic performance:
1. Rapid slow down of the York economy to national levels. Forecast: 11,000 net increase in jobs.
 2. Gradual convergence of York/UK economies. Forecast: 19,000 net increase in jobs.
 3. Convergence over a longer period (retaining recent level of performance for a longer period). Forecast: 26,500 net increase in jobs.

4. No convergence. York continues to outperform the UK economy. Forecast 29,000 net increase in jobs.
- 8.17 Citywide consultation on this issue demonstrated that 57.5% of residents and 55.5% of businesses supported scenario 2. A further 30% of residents and 31% of businesses favoured the higher (29,000 jobs) growth scenario. Only 6% of residents favoured the lower growth option (11,000 jobs). The 19,000 growth option was chosen by Members as the 'balanced option' to be used in the Development Control Local Plan as the basis for both allocating land for new employment and policy preparation.
- 8.18 The Community Strategy (2004) sets out a vision for York to 2024 and a series of key actions to achieve this vision. As outlined in section 3.0 of this report one of the seven top level objectives is 'The Thriving City'. This seeks to support the progress and success of York's existing businesses and to encourage new enterprises in order to maintain a prosperous and flourishing economy that will sustain high employment rates. It states that York should 'play a full regional and sub-regional economic role, be ranked as an international quality leisure and business visitor destination and be a focus for high quality external investment.' The emphasis is to focus on quality job opportunities rather than volume jobs and thereby increase household income levels.
- 8.19 The Strategic Aims for this objective include:
- To have a leading edge, modern, knowledge and science-based economy;
 - To be ranked as an international quality leisure and business visitor destination;
 - To have a broad based economic structure, characterised by good working practices, and with a highly skilled and motivated workforce;
 - To provide a strong and distinctive cultural sector, enriching the lives of residents and visitors;
 - To be a focus for high quality external investment and supportive of local business and small business development;
 - To play a full regional and sub-regional economic role;
 - To have a modern, sustainable and un-congested transport network; and
 - To enable local people, including those with disabilities, to benefit from the new job opportunities and increased income levels from increased economic prosperity.

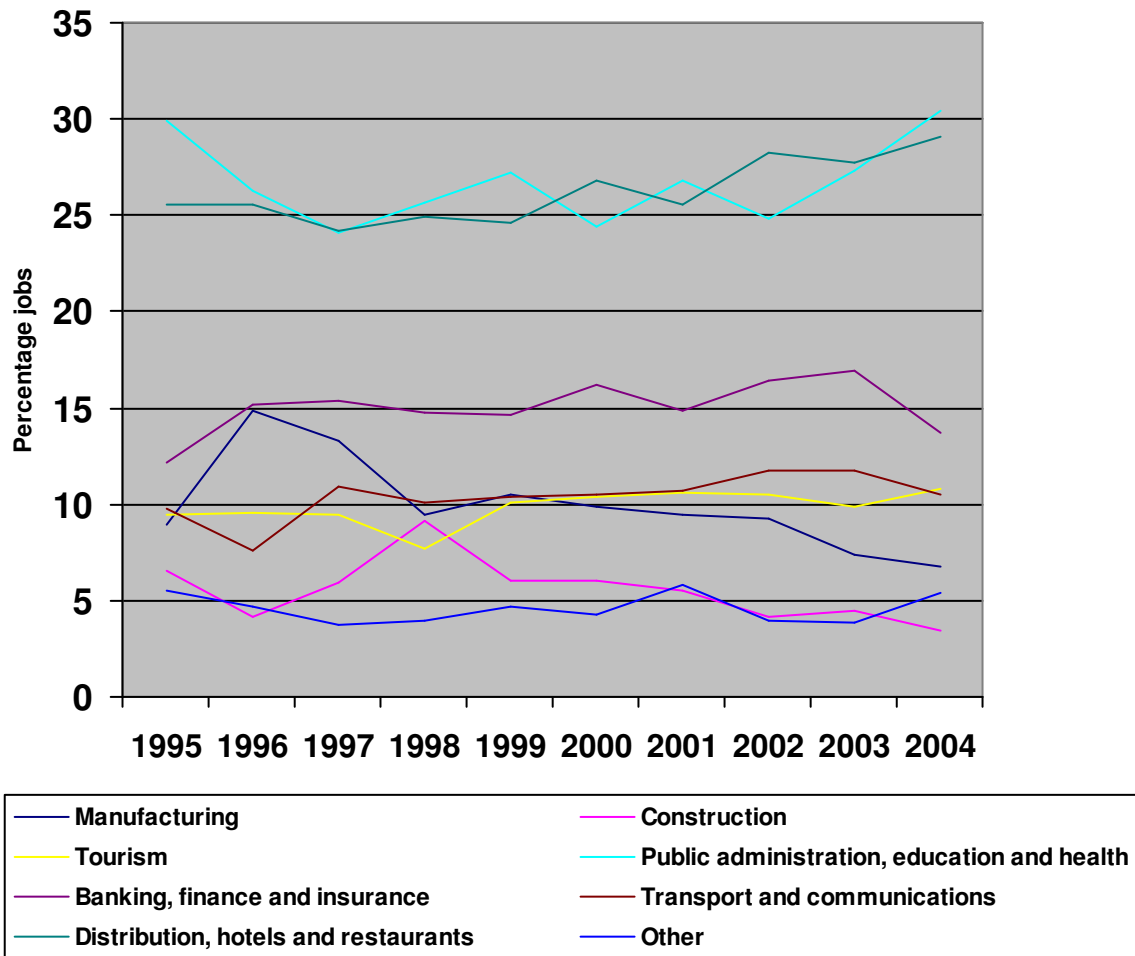
- 8.20 The Development Control Local Plan (2005) sets out land use policies and allocations to help deliver the Economic Development Strategy in York. The main employment objectives in the Local Plan are:
- To create the conditions necessary to stimulate the local economy and to protect and enhance existing jobs;
 - To provide for a wide range of new employment opportunities to meet the needs of local and incoming employers whilst balancing market requirements with sustainable objectives; and
 - To achieve increased sustainability in employment premises and processes.
- 8.21 In accordance with national planning policy the Local Plan adopts a 'sequential approach' to new office development, with preference being first for City Centre, then edge of centre and only then out of centre locations genuinely accessible by a wide choice of transport modes.
- 8.22 A number of Action Areas, where economic uses are proposed, are identified in the local plan including York Central. The Action Area policy requires that a comprehensive and sustainable approach is adopted for achieving high quality development in these areas.
- 8.23 The Local Plan anticipated that York Central would provide for up to 25,000m² of employment floorspace (Class B1 Premier employment site) for the period to 2011, and estimates that this would avoid the need for development of up to 5.5 hectares of greenfield land elsewhere in York. No estimate was given for its capacity post 2011. However the subsequent Planning Brief outlines the Council's preference for York Central to provide for a significant element of employment provision (ie office development) within the site, and indicated a gross floorspace provision of 100,000m² office accommodation as a minimum, as part of a new Central Business District for York.
- 8.24 In addition to specifying the volume of floorspace desired, the Planning Brief and the Local Plan specify that the York Central site should be used for the provision of prime B1 office floorspace. Specific emphasis is placed upon regional and national headquarters type office development and businesses, linked to the Science City initiative and the three key science base clusters in the City: Biosciences and Health Care; Information and Communication Technology (ICT); and, Heritage and Arts Technology, including digital technologies (HAT).

York's Economy

Changing Economic Climate

- 8.25 York has seen significant change over the last few decades with the decline of its traditional industrial base through the late 1980's and early 1990's. These structural changes in the economy, with the move away from the traditional manufacturing industries of rail and confectionary, have highlighted the need to continue to diversify the economy and attract new investment into the city. In its place an economy has developed around science and technology, financial services and higher, added value, tourism, making York a vibrant and flourishing city.
- 8.26 In 2005, 64.2% of the York population were of working age. In total 79% of York's working age population were in employment between January to December which is more than the average for Yorkshire and Humber region of 77.8%. In March 2006 1.9% of the working age population were claiming Job Seekers Allowance, of which 8.3% had been out of work for more than a year. This is lower than the national averages of 2.7% and 16% respectively. At the time of the 2001 Census, of all the people unemployed in York 18.36% were aged over 50 years, 6.73% had never worked and 24% were long-term unemployed (i.e. not worked since 1999 or earlier).
- 8.27 By using a best-fit of census output areas for the York Northwest area, it is estimated that there were 3,686 people of working age in York Northwest in 2001. Of these 50% are full time employees, 13% part time and 7% self-employed. 3.6% of the population were unemployed at the time of the Census. Of all the unemployed people in the area 24.8% were aged 16-24 years and 15.8% were aged over 50 years. 31.5% of the unemployed population were long-term unemployed – i.e they had not been in work since 1999 or earlier.
- 8.28 At the time of the 2001 Census there were 134,547 people of working age in York (aged 16-74 years) of which 91,275 were economically active). Estimates for 2007 indicate that there are currently 98,282 economically active people in the city. Figures from the 2001 Census travel to work statistics indicate that there is a net inflow of people to work in the city daily of around 4930. This net figure is made up of 17,505 people travelling into the York boundary to work and 12,571 York residents travelling out of the city to work elsewhere.

- 8.29 Over the last decade there has been a marked change in the type of job opportunities in York away from traditional manufacturing which has experienced a fall in employment from 12,523 in 1997 to just 6,857 in 2004. This decline has been evident both within the Yorkshire and The Humber Region and nationally and is forecast to continue. Employment in construction has also fallen (from 5,495 in 1995 to 3,454 in 2004) but the trend has been more pronounced than elsewhere in the regional and nationally.
- 8.30 In contrast the following employment sectors in York experienced a growth in jobs over the same period:
- Hotel, restaurant and distribution (increased by 37% from 21,433 in 1995 to 29,334 in 2004)
 - Banking, finance and insurance (increased by 35% from 10,246 in 1995 to 13,763 in 2004)
 - Transport and communications (increased by 29% from 8,225 in 1995 to 10,538 in 2004)
 - Public administration, education and health (increased by 22% from 25,137 in 1995 to 30,651 in 2004)
 - Tourism sector (increased by 38% from 7,930 in 1995 to 10,909 in 2004)
- 8.31 These trends (percentage of total employee jobs in each sector) are illustrated on the graph over page.



8.32 As outlined above, a key part of the Council's Economic Strategy is to develop York as a leading edge, modern, knowledge- based economy, using its science base as a key economic driver. However, there is also a recognised need to target other sectors, such as finance and professional services, manufacturing, retail, education and health along with opportunities for small businesses and new business start-ups.

8.33 Low pay levels in the City mean income deprivation is an issue. Although the average income in York is higher than the average for the region, it is below the national average, and house prices in York are much higher than the regional average. The provision of high quality jobs (rather than just a high volume) should be a key outcome of development at York Northwest, providing skilled, well-paid employment, and enabling local people to benefit from these opportunities by providing skills and learning development for all sections of the community. The aim is for this to be translated into increased household incomes. There is also a need to provide units within York Northwest for small businesses and new business start-ups. In this context, it is envisaged that York Northwest could provide for an element of such

uses, in parallel with its support of Science City York and other knowledge-based clusters and high quality B1 uses.

Science City

- 8.34 Science and technology have become of increasing importance to the regional economy and York is one of only six nationally designated Science Cities. The Science City initiative and the University of York's position as a leading academic establishment in the United Kingdom means that it is well positioned to ensure that the City builds on its reputation as a home for research, innovation and learning.
- 8.35 Since its inception in 1998 as a partnership between the City of York Council and the University of York, Science City York has helped to create over 60 new technology companies and 2,700 new jobs. Science City York provides a range of support services to assist in the creation and growth of technology-based businesses, entrepreneurs and skills development opportunities. Its mission is to create business and employment opportunities in the York area through creative, science and technology exploitation. Science City York's objective is to create an environment in which technology, skills and business can thrive.
- 8.36 York University has 10,000 students and 30 academic departments. York is also rated 6th out of 172 Higher Education institutions for research, with 18 of its 23 departments rated 5 or 5*. With regards to existing links between the University and the business community, there are a relatively high number of firms in York that have direct research and development links to the University, particularly when compared to the regional figure.
- 8.37 On 30 April 2004 the council received a planning application for the development of an additional campus for the University of York. The application related to the development of land between Heslington village and Grimston Bar Park & Ride. The proposed development includes a range of academic and research facilities, research and development jobs connected with the University, housing, transport links, and landscaping. Following a public inquiry into the proposals the Secretary of State's decision has now been issued, approving the outline planning permission for the University of York: Heslington East Campus. The outline proposals include provision for academic, teaching, research and ancillary facilities for approximately 5,400 students and 2000 staff, related research facilities for 2,500 employees and accommodation for over 3,300 students with associated ancillary facilities.

- 8.38 Further investment is also planned at York St John University. Over the last few years, the York St John has invested £35m in the campus and there are plans for another 13.5m investment over the next four years. The next development will be to build a highly accessible and state-of-the-art facility which will house new learning environments including: new facilities for Health and Life Sciences; state-of-the-art lecture theatre, seminar rooms; seminar breakout rooms; specialist and general teaching environments; new postgraduate student support and advancement unit. This development is forecast for completion for the 2008/2009 academic year and will take the 2000 – 2008 capital investment to approximately £50 million.
- 8.39 Further investment is also taking place at York College where the new York College is taking shape on the college's Sim Balk Lane site, on the south western gateway to the city. The landmark £60 million campus is on schedule to be completed in July 2007 and is one of the biggest building projects of its kind in the country. The new college will bring social and economic benefits to the city and provide a massive boost to further and higher education in York and North Yorkshire. In September 2007 the new York College will open its doors to some 13,000 learners who will enjoy the new state-of-the-art facilities. The college will continue to offer a wide range of academic and vocational qualifications at all levels, as well as working alongside local educational providers and businesses.
- 8.40 The importance of York Central in relation to the aims of Science City York has been acknowledged by its designation as a Premier Employment site in the Development Control Local Plan. The provision of suitable land and premises within York Northwest will assist with new business start-ups and help retain a much greater percentage of existing students within the city following their graduation. By helping to retain highly qualified graduates the development at York Northwest will help attract further inward investment strengthening the city's high growth sectors and quality jobs.

Future York Group

- 8.41 A number of York's key employers have recently announced either reductions in manufacturing employment or the closure of operations within the city. These job losses led to a strategic overview of York's economy being undertaken to examine how the economic future of York should be progressed. The overview was carried out by an independent panel of key economic stakeholders in the City. This included representation from Yorkshire Forward, and major employers within the City. The outcome of the review is outlined in the 'Future York Group Report' (2007).

- 8.42 The report recognised that the economy was changing from one based on manufacturing to one based on Science/technology, financial services and higher value added tourism. As a consequence there is a need to retrain and re-skill the workforce from processing and production occupations. Major regeneration sites, including York Central and British Sugar are recognised as having the potential to provide land for a variety of employment activities and to drive growth at a higher level to that previously experienced. York Central in particular is recognised as providing 'a unique opportunity' to provide significant amounts of office floorspace within a Central Business District and as such one of the key projects to create 'transformational change within the City'. Science City York is recognised as a key programme in attracting significant additional investment with the potential to raise the profile of York both nationally and within Europe. A lack of sites and premises for creative industries and the need for more focus on these industries as part of Science City is noted.
- 8.43 A number of recommendations are put forward in the report to take forward the economic growth and vision for the City. These recommendations include, inter alia:
- The Council engage fully with the Leeds City Region to maximise investment in the City's economic future;
 - The Council works with partners to analyse and address skill needs and spatial mismatches between labour demand and supply;
 - The application of a local employment provision clause to major developments to ensure residents from deprived communities gain access to employment opportunities;
 - Provision of high quality sites and premises for Science based businesses;
 - The Local Development Framework to be adopted by 2009;
 - Sufficient employment land is allocated in the LDF to support the City's economic development aspirations;
 - Securing funding for the dualling of the City's northern outer ring road and improving access to at least one of the regional airports;
- 8.44 Overall the report underlines the need for a clear consistent vision for the future of York and this will involve being 'ambitious, audacious and outward looking'. Finally, it seeks the preparation of a Master plan to reflect this Vision, to be prepared by the Council, to guide development and investment decisions and to promote investment.

Employment Land Review – Stage 1 Study

- 8.45 The first stage of the Employment Land Review, by consultants SQW, has been completed. The employment forecasting carried out identifies the potential for 16,006 additional jobs to 2021 across the York economy (on the assumption that Science City York continues to grow at 5% per annum). This figure masks significant sectoral shifts with the key trends to 2021 being: a continued decline in manufacturing, a growth in distribution, hotels and catering, financial and business services, construction, transport and other sectors. It concludes that knowledge led sectors will drive this growth.
- 8.46 Furthermore, the review identifies a net “need” for an additional 22.5 hectares of employment land across all sectors. This hides significant sectoral differences with an estimated need for about 31 hectares of additional land for offices and high technology uses and a net reduction of about 9 hectares in the need for industry and warehousing land. The property market assessment did however identify a strong demand for industrial and warehousing space and a particularly significant market need for small workspace units.
- 8.47 In terms of offices the study identified a shortage of available office space in the city centre. It also noted that the market would prefer city centre to out of centre locations but they often choose the latter because of a lack of alternative city centre office space.
- 8.48 The study assessed 36 currently allocated and potential employment sites against a range of economic, regeneration and sustainable development criteria. It ranked Holgate Park (next to York Central and part of the York Northwest AAP area) top, York Central as joint fifth and British Sugar as 13th. These sites therefore show considerable potential to contribute to York’s employment land needs.
- 8.49 The Stage 1 study has not allocated different sites to different uses. This will be carried out as part of the second stage of the study, which will also take into account the need to allocate a range of sites over and above the “need” identified to allow for market choice, flexibility and to take account of implementation issues that may arise on the larger, more complex development sites such as York Central and British Sugar.

8.50 The key conclusions from the Stage 1 study on the different elements of employment land/ premises requirements in York are set out under the key issues section below.

Key Issues

Need for Employment Uses

8.51 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 science city initiative. Job opportunities, covering a range of salaries are required. More employment land will therefore be required to meet current and future demands. The exact quantity of land will be determined through the Employment Land Review (ELR). The Stage One study of the ELR has identified the "need" for additional land as outlined above. The second stage will recommend a portfolio of sites over and above this identified need to allow for choice, flexibility and implementation problems. The York Central and British Sugar sites will play an important role in meeting this need.

Location of all Employment Uses (B1, B2 and B8)

8.52 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. The location of employment uses at York Northwest will need to be easily accessible by a variety of modes of transport and should, therefore, ideally be located in close proximity to public transport hubs, including York Railway Station.

Office Provision

8.53 Without doubt York Northwest offers the potential for increased employment opportunities and economic development. Nevertheless a key issue in relation to realising this potential is the provision of an appropriate range, choice and quality of accommodation to support the forecast level of economic growth within York. In this regard the Planning Brief for the York Central site identified a requirement to provide a minimum of 100,000 square metres of office accommodation within the site.

8.54 The ELR Stage 1 Report identifies the key findings in terms of the York office market:

- There were 306,000 sq.m of offices in York in 2003. Of this 153,000 sq.m (around 50%) was within the city walls;

- only 60% of that within the walls is of a reasonable marketable high quality and most of this was occupied by established organisations (such as Defra, Norwich Union);
- very little high quality space is actually available within the city centre
- outside of the city centre office space is predominately located on the city edge but much of it is secondary;
- the average demand for office space in York is 12,000-15,000 sq.m per annum but office demand could rise if more high quality sites were available particularly in the city centre;
- the highest demand is for high quality space but secondary space is taken up as a second choice due to lack of supply of high quality premises;
- most of the demand for office space is local and regional rather than national;
- there is limited demand from SCY firms apart from the IT cluster; and
- there is good demand for high quality office space in the city centre from rail related companies, professional firms, institutions and government offices.

8.55 In most office locations within the UK, demand can be split on average from 40% out-of-town to 60% town centre. This is not true in York, reflecting the location of significant amounts of office stock out of centre and the constraints on office development in the historic town centre. The development of new B1 floor space, particularly in an edge of centre location at the York Central site, would help to address this current imbalance.

8.56 The Council's employment land monitoring report in April 2005 indicated that a total of 115 vacant office units were available within York in May 2005, comprising a total of 57,000 square metres of office provision. The majority of these units (78) are less than 278 square metres (3,000 square feet) and there were only two vacant units of over 2,787 square metres (30,000 square feet). The Stage 1 ELR reports that much of the vacant office space in the city is sub standard and does not meet the modern needs of the market.

8.57 The ELR notes that Savills and other local property agents report that the York office market currently supports demand for around 12,500 to 15,000 sq. metres per year although this falls in some years to 9,000 sq metres and rises in other years to 18,000 sq metres or more. These figures are broadly in line with the information obtained from local property agents for earlier SQW reports. This was considerably less than some of the other regional centres with Leeds, (83,500m²), Sheffield, (29,700m²), but

similar to Bradford, (14,000m²). The lack of suitable office sites and premises in York is well known to the market as there is no accommodation available in the centre able to offer the large floor plates that modern occupiers demand. For this reason York gets relatively few large inward investment inquiries. In this respect it is considered that lack of supply is constraining demand. The ELR concludes that overall office demand could rise further if more high quality sites and premises were available particularly in the city centre.

- 8.58 Whilst it is evident that vacant office accommodation does exist within York the ELR findings to date confirm that this vacant space does not meet the requirements of the 'premier' office market, which the Council is seeking to attract, or the needs of current businesses with market requirements in York. There is considered to be potential to meet the requirements of this market through development of high quality office space at York Northwest.

Quality office developments

- 8.59 Employers are increasingly seeing their employees as their single biggest asset and realise that a good quality working environment is a key consideration in attracting and retaining staff. In this context the quality of office accommodation to be provided at York Northwest will be crucial and any new office space developed will need to be of the highest standard of design in order to attract new businesses. In order to meet the requirements of the premier market it should include features such as large floor plates, air conditioning, raised floors, suspended ceilings, electronic security systems, telecommunications and ICT systems and should utilise the highest quality fixtures and finishes.
- 8.60 Quality is not judged solely by the actual office floorspace, but also the environment in which the office is located and the supporting uses in the vicinity which contribute towards a vibrant environment with a high quality public realm, which together result in a desirable location. In this regard there will be a requirement for well designed and maintained hard and soft landscaping to create an attractive setting for the office buildings. Workplaces must be more than just a place of work. Open spaces, cafes, shops and leisure facilities with public access can contribute to local amenity as well as being attractive to employees.
- 8.61 Furthermore, office developments within York Northwest should be an exemplar of sustainable development. 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.

Volume of Office Floorspace

- 8.62 One of the issues to be addressed in the Area Action Plan will be the amount of office accommodation to be provided within York Northwest. With regards to York Central the ELR Study concludes that the proposals for around 100,000 sq metres of office space (as set out in the Planning Brief) will have a significant impact on the York office market over a development period of several years. They note that if it were built out on the scale currently envisaged, York Central would add a further two-thirds to the existing supply of office space in the city centre, complementing the office space available within the walled city centre and forming a new and distinct Central Business District. At an average demand for 15,000 sq.metres of office space per year in York this would equate to about 8 years supply although the creation of a new CBD on York Central will be a 'step change' that will increase annual demand by accessing new markets.

Transport and accessibility

- 8.63 York Northwest is to be developed as a low car dependency development. In this context it will be critical to ensure that the site is highly permeable by foot, cycle and public transport. It will be important when considering the detailed layout for the site to ensure that this is the case.
- 8.64 It will be necessary to provide excellent footpath and cycle path networks and these networks will be required to fully connect to the internal areas within the site whilst also serving existing connections outside of the site and, in particular, provide direct links to the city centre. The provision of easily accessible, safe, high quality links will allow for penetration of the city centre by the new office employees and vice versa in relation to city centre users and tourists entering the York Northwest site.

Location of new offices

- 8.65 In the interests of achieving a sustainable form of development the location of the new office accommodation at York Central is required to be in close proximity to the principal public transport hub within the site, York Station and associated bus interchange facilities. Furthermore, any new office development provided at British

Sugar should be located in close proximity to potential public transport hubs, such as a rail halt.

Impact on City Centre Office Space

- 8.66 The development of a large quantity of high quality new office space at York Northwest would have the potential to impact upon the City Centre if it led to the relocation of existing office occupiers from the City Centre to new premises at York Northwest. For this reason it is important that the accommodation provided at York Northwest complements rather than competes with the accommodation already available within the City Centre.
- 8.67 The ELR identified a lack of opportunities to increase the provision of quality office space within the centre and also identified that often occupiers chose an out of centre office location only as a second choice. It is therefore more likely that the additional space will compete with out of centre office provision rather than existing city centre provision, which is in high demand but short in available supply. By providing first class offices with large floor plates and ICT facilities it should be possible to attract the type of companies to York which currently would not consider locating in York due to the lack of suitable accommodation. York Northwest offers the opportunity to make provision for this unmet demand.
- 8.68 In this manner the regeneration of York Northwest will allow for economic development and increased employment provision within the City without harming the sensitive historic core. It will also minimise the need for the development of modern office facilities on greenfield sites on the edge of the urban area.

Integrating different uses

- 8.69 National policy encourages the creation of mixed use developments. Integrating a mixture of uses, such as employment, housing and services can help to ensure that 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.

Industry and warehousing

- 8.70 The ELR Stage 1 study makes a number of key points on the industry and warehousing market in York:

- There were 739,000 square metres of factory floorspace and 306,000 sq metres of warehousing floorspace in York in 2003;
- There is a pent-up demand for new premises essentially because there is very limited supply;
- Overall demand for industrial space could be 10,000 sq metres per year but it is difficult to know how long this might continue because of the general forecasted decline of the industrial sector;
- The demand is for a specific type of property - small industrial units - for which no suitable sites are currently being brought forward;
- There is no demand for large high bay warehouses in the York area;
- Demand arises mainly from local companies for units between 100 and 1,000 sq metres mostly at the lower end of the size range; and
- The reported acute shortage of industrial and warehouse land and premises in the York area has arisen because several former employment sites have been redeveloped for housing and because developers have found it more profitable to develop employment land for office rather than industrial and warehousing uses.

8.71 In summary, local property agents report a pent up demand for industrial and warehousing space in York and some strong demand for small workspace units. In the short term, there is an acute shortage of sites and industrial space.

8.72 The ELR stage 1 study identifies the British Sugar site (part) as providing the potential to meet some of this unmet demand for small industrial units.

9.0 HOUSING

Policy Context

9.1 Housing is a basic human need and key to our economic and social well-being. Current Government policy, set out in Planning Policy Statement (PPS) 3, is targeted towards ensuring that:

- there is greater choice of housing nationally;
- housing should not reinforce social distinctions; and
- housing developments are in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.

9.2 These objectives are central to the Council's overriding vision of an inclusive and sustainable city.

Regional and Local Context

9.3 Regional Planning Guidance for Yorkshire and Humberside (2001) sets out a requirement for 45,000 new households in the region between 1998 and 2016. The City of York subsequently adopted a figure (in the Draft Local Plan) of 675 dwellings per annum based on work undertaken towards the joint structure plan. This equates to 12,150 (net) additional dwellings in the 1998-2016 and 8,775 (net) units over the Local Plan period 1998-2011

9.4 As a result of changes to the planning system made in September 2004, Regional Planning Guidance and Structure Plans are to be replaced by Regional Spatial Strategies (RSS). The RSS was submitted to the Government Office for Yorkshire and Humber in December 2005. It was subject to an Examination in Public in October 2006 and a Panel Report was published in May 2007.

9.5 The proposed housing figures within the emerging RSS (Submission Draft Dec 2005) for York are 640 new units per annum (pa) in the period from 2004 to 2016 and 620 new units per annum in the period 2016 to 2021. However the RSS Panel Report has recommended a figure of 640 units pa to 2011 and a higher figure of 850 units pa between 2011 and 2021.

9.6 The RSS new housing figures for the City of York which will have to be implemented locally through the Development Plan Documents (DPD's) at the local level. In York

these DPD's will include a Core Strategy, Key Allocations Document and the Area Action Plan for York Northwest.

City of York Council: Strategic Housing Market Assessment (SHMA) (June 2007)

- 9.7 In June 2007, the Council received the Strategic Housing Market Assessment (SHMA), prepared by Fordham Research. The SHMA is to be reported to Council Members (Local Development Framework Working Group in July 2007). The purpose of the SHMA is to provide evidence to inform the appropriate policy responses to housing need and demand. It has been used to inform the analysis of housing issues and the options on what future mix and type of housing are put forward in the emerging Core Strategy Issues and Options Document which is also due to be considered by Members in July 2007.
- 9.8 To gain an understanding of the future demand and need for housing Fordham Research followed a methodology approach based on key concepts defined in the Communities and Local Government SHMA Guidance (March 2007). In particular the SHMA looked at the demographic context, economic context and current housing context for York and data from the SHMA household survey.
- 9.9 The key statistics from this analysis are as follows:
- overall the population of York is expected to grow by 9.2% over the next 15 years. In particular there is expected to be an increase of 25-34 year olds and over 50 year olds. However, there are also expected to be a significant decrease in the number of 35-49 years olds and 10-24 year olds. On the basis of these statistics there may be an increased demand for specialised accommodation (e.g. retirement homes);
 - The drop in population in the 35-49 age group may also be of some concern for the housing market. These people are more likely to be economically active and due to their age may be the more affluent section of the population. The decline in numbers may have some impact on the requirements for larger or more upmarket accommodation;
 - the number of households in York is expected to increase by 11,000 households over next 15 years (13.6%). However, average household size is set to drop from 2.30 to 2.17;
 - the number of jobs provided in York is increasing faster than national averages and unemployment is already lower than in most parts of the country. The number

of registered businesses in York is also higher than average and increasing faster than in many other areas. It is noted that if this rate of job formation continues, it will have implications for the housing market;

- 62.5% of households in York live in semi-detached or terraced houses/bungalows, whilst 14.3% live in flatted accommodation;
- over a quarter of all households are 'pensioner-only' and just under a quarter contain children;
- private renters are more mobile than either social renters or owner-occupiers;
- York has a net inflow of households;
- only 22.8% of the working population of York (18,221) work outside the city;
- house prices in York are around 28% above the regional average, although they are 4.5% lower than the national average and not as high as the average house prices in surrounding areas (e.g. Ryedale, Harrogate and Hambleton);
- there is a significant gulf between average earnings and average house prices. For example the mean annual gross household income (including non-housing benefits) in the City of York is £29,743, compared to the average house price of £198,151. Furthermore, it is estimated that there are a significant number of households spending over 25% and in many cases over 50% of their income on their housing costs;
- households moving out of York have a higher financial capacity than either those moving within it or not moving at all. This pattern is reversed for newly forming households, where those with a lower financial capacity more often consider it likely that they will move out of the city; and,
- estate agents in York consider that while the City has a good supply of premium property and apartments, there is currently a deficiency in the provision of family housing.

9.10 Having established the baseline data set out above, the SHMA sets out the results of a 'Balancing Housing Market Assessment. This assessment looks at the whole local housing market, considering the extent to which supply and demand are 'balanced' across tenure and property size. This assessment therefore identifies shortages and surpluses of particular housing type and tenure.

Housing Demand

- 9.11 In terms of demand, the SHMA identified that around a fifth of existing households state a need or likelihood of moving home over the next two years. Of these households 70.7% would like to remain in York, with a similar proportion expecting to.
- 9.12 It is estimated that there will be an annual demand for 10,256 dwellings of all sizes and tenures. Over half of this demand is for owner-occupied dwellings, with 18.4% net demand for affordable dwellings.

Housing Supply

- 9.13 The SHMA estimates that there will be an annual supply of 9,274 dwellings from the current stock of housing. Of these around 53% are expected to be owner-occupier dwellings, with 31% in the private rented sector and 16% in the affordable sector.

Housing Need

- 9.14 On the basis of these housing demand and supply figures there is estimated to be a shortfall of 982 dwellings per annum. In particular there is an apparent shortfall of:
- 492 owner occupier units per annum, especially two bedroom homes;
 - 65 private rented units per annum. Although there is a surplus of 2 bedroom properties; and
 - 425 social rented and intermediate tenure units per annum, especially two bedroom homes.

Affordable Housing

- 9.15 A key element of the SHMA is the affordable housing assessment. This assessment comprises three stages, which look at:
1. the current affordable housing need (gross);
 2. the future affordable housing need; and
 3. the affordable housing supply (both current and future).
- 9.16 The results of the SHMA affordable housing assessment are set out in Table One below:

Table One

	Number of Units
Current affordable housing need	1,568 gross
Future Affordable Housing Need	2,157 per annum
Current Affordable Housing stock (available to offset current need)	937 gross
Future supply of affordable housing	1,065 per annum
Net current need (backlog) (i.e. current stock – current need)	631 (net)
Annual affordable housing target to meet backlog over the next 5 years	126 per annum
Total net affordable housing annual need	1,218 per annum

Housing Targets

- 9.17 The SHMA notes that the demand and needs figures for housing in York greatly exceed the RSS targets for the area. However, it states that just because demand and need exceed the RSS targets, there is no compelling argument to change the target. Indeed the value of the SHMA analysis lies more in the character and direction of housing market demand and need, than the more obvious finding that in York demand is greater than is currently being met.
- 9.18 For further details regarding housing demand, supply and affordable housing need please view the SHMA, which is available from the Council's website.

York Northwest Area

- 9.19 In the York Northwest Area existing housing is relatively limited. There are no residential properties on the British Sugar site. Within the York Central part of the area there are two older terraces at Carleton Street and Carlisle Street and new housing developments at St Peters Quarter and The Crescent (both on Leeman Road).
- 9.20 These newer properties were developed by Wilcon Homes on the site of the former BT Depot. The development comprised a total of 248 dwellings of which 145 are apartments and 103 are townhouses. Overall the scheme comprises a density of 64 dwellings per hectare and includes a range of dwelling types and sizes as follows:
- 46 No 1 bed apartments
 - 88 No 2 bed apartments
 - 11 No 3 bed apartments

- 42 No 2 bed town houses
 - 38 No 3 bed townhouses
 - 23 No 4 bed townhouses
- 9.21 Of the 248 dwellings a total of 45 (18%) comprised affordable housing with all of these for rent. The relatively low percentage of affordable housing achieved was due to an agreement being signed prior to 1996 when York became a unitary authority.
- 9.22 The Draft Local Plan identified York Central as having an estimated site capacity of 600 residential units up to 2011, at a density of between 100 and 150 dwellings per hectare. Within this document York Central accounted for a total of 13.3% of York's citywide housing provision up to the year 2011 and is therefore considered to be a key site in terms of housing land supply. Assumptions were made about the future development of York Central, which were that the site could provide up to 3000 dwellings. Nevertheless it must be noted that this figure was identified as the maximum figure for residential provision in the Planning Brief and, on the basis of more recent work, appears overly optimistic.
- 9.23 The British Sugar site was not allocated as a housing site in the Local Plan. It is therefore considered to be a significant brownfield windfall site, comprising 38.4ha of developable land. The number of dwellings that could be accommodated on this site will depend on the density of the houses proposed and the area of land designated for housing and other uses.
- 9.24 The City of York Core Strategy Issues and Options Paper (September 2007) identifies that that there were 4,427 (net) housing completions in the City of York between 2001/2002 and 2005/2006, producing an annual average of 885 (net) new dwellings. This figure is 210 units per annum above the annual target of 675 set out in the Development Control Local Plan.
- 9.25 For the period 2006 – 2016, an additional 5,365 new extra dwellings are required to meet the Local Plan requirement of 675 dwellings per annum, at a rate of 536 new dwellings per annum. Information contained in the Local Development Framework Annual Monitoring Report (AMR) 2005/2006 examines the current land supply and development activity and indicates that between 6,209 and 7,467 units could be delivered over this time, which is 844-2102 units above the Local Plan target when projected forward to 2015/16.

- 9.26 Since the publication of the AMR two large housing schemes, on allocated land at Germany Beck and Metcalfe Lane (Derwenthorpe), have now been approved. These schemes will provide 1,200 additional new dwellings. It therefore would appear that the housing estimates set out in the AMR are likely to be realised.
- 9.27 The Council is currently undertaking a Strategic Housing Land Availability Assessment (SHLAA) as part of the evidence base for the LDF (due to be completed later this year). It is likely that the SHLAA will identify further brownfield sites for development in addition to those already identified. The Employment Land Review is also likely to identify scope to re-allocate some land for housing.

Key Issues

- 9.28 The key issues that need to be considered and taken into account when deciding the scale and type of housing at York Northwest are as follows:
- **Site Suitability:** York Northwest is a significant brownfield site, parts of which are located next to a major public transport hub or have the potential to link into the existing public transport and road network. As such it provides an excellent opportunity to accommodate significant new residential accommodation in a sustainable location that will alleviate the pressure within York to develop housing upon greenfield land;
 - **Economic Viability:** In order for a genuine mixed use development to come forward on the site, necessary infrastructure, remediation and access works have to be implemented and financed. A key issue is therefore how the finance for these works is generated. Residential development generates high land values enabling the costs for remediation and access to be met and in turn facilitating the development of other uses which attract much lower land values, particularly cultural, leisure and community facilities;
 - **Future Housing Supply and Needs:** In terms of future housing requirements, the emerging RSS Panel Report sets the housing target for York. Furthermore as noted above, the York Strategic Housing Market Assessment assessed the demand and need for different types of housing within York. The York Northwest area clearly offers the opportunity to deliver a significant proportion of York's future housing requirement. Future housing provision within the City needs to address the issues of changing household composition and a growing population and the needs of particular groups identified in the Housing Market Assessment;

- Affordable Housing:** The Strategic 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. It estimates that there is a total need for 1,218 dwellings per annum. 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 has the potential to provide a significant number of dwellings to meet this need;

At a regional level the emerging RSS seeks to increase the provision of affordable housing to over 40% in areas of high need. At the local level, the current policy set out in the Draft Local Plan is the provision of 45% affordable housing provision for rent, plus 5% for discounted sale on urban sites of 15 dwellings/0.3ha or more. In principle all residential development within the York Northwest area will be expected to meet this 50% target.
- Housing 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 HMA 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;
- Housing 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 higher densities would be appropriate. This would suggest that the areas adjacent to the station and any proposed public transport node should be developed at higher densities reflecting the character of the surrounding area. The key issue is balancing the need to use land efficiently with the need to provide a range of dwellings including family homes. However, it should be noted that through innovative design it will be possible to produce high quality family homes at a high density e.g. terraced homes and town houses;
- Housing Quality:** It is essential that all residential developments within York Northwest are of a high quality, both in terms of the design and layout of the development and the build quality of individual dwellings. In particular lifetime homes (e.g. accessible and adaptable houses in any setting) should be encouraged. Furthermore, it is expected that the design of new residential

developments should be innovative. For example it should be possible to provide desirable, high quality family housing and gardens at a relatively high density;

- **Energy Efficiency:** Recent Government policy requires that new housing developments incorporate energy efficiency measures. There is an opportunity to make York Northwest an exemplar of a sustainable residential development. In order to do this it will be necessary to promote environmental site planning, look at orientations, wind speeds and direction, solar shading and landscaping in order to maximise energy savings throughout the residential units on the site. Measures such as triple glazing, cavity wall insulation, low water consumption appliances, and rainwater harvesting can also contribute to the creation of a more energy efficient development. Generally all residential development will be expected to meet the Code for Sustainable Homes Level 3;
- **Renewable Energy:** The Government requires that new residential developments provide an element of their energy consumption via renewable energy on-site. Once again there is an opportunity for York Northwest not just to meet these government requirements, but to create an exemplar of good practice in relation to energy consumption and the production of green energy. On this basis, consideration will be needed as to how renewable energy systems, such as photovoltaic panels on the roof, solar hot water systems, and wind turbines, can be used to generate some of the energy requirements of residential dwellings at York Northwest;
- **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 the amount of land provided for each land use and how this is distributed within the area to meet not only the needs of the new but also the existing community. The conclusions of the Employment Study will also help to inform this issue; and
- **Integration of housing with other uses:** Residential development should, where possible, be integrated within other uses. The proper integration of uses must also respect key characteristics of the site and the benefits of locating certain uses in close proximity to one another where they have clear links. A prime example relates to the provision of family type residential development in close proximity to local facilities and primary school(s).

10.0 SOCIAL INFRASTRUCTURE

- 10.1 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 day shopping and service facilities which meet the needs of future residents and employees.

Policy Context

National Policy

- 10.2 PPS 1 emphasises the need for Local Authorities, in planning for development, to address accessibility (both in terms of location and physical access) for all members of the community to jobs, health, housing, education, shops, leisure and community facilities. It advises that they should provide improved access for all to such facilities 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.
- 10.3 PPS6, which relates to town centres and town centre uses, which include shops, restaurants, bars, and other cultural facilities, places emphasis upon the need to meet everyone's day to day shopping and service needs at the local level. In this context, it identifies the need for local authorities to consider the need for, and where appropriate, designate new centres to meet the needs of areas where significant new development is proposed. It also makes clear the need for local authorities to take into account the catchment area intended to be served when carrying out assessments of need for new facilities.
- 10.4 In addition to national planning policy, there are also a number of other publications either published or endorsed by the Government, which provide supplementary guidance on this issue, and the importance of social infrastructure in achieving sustainable new communities.
- 10.5 *Sustainable Settlements: A Guide for Planners, Designers and Developers* (1995) suggests that, in every sector of a large urban area, there should be a balance of homes, jobs and services, in order to increase the opportunity for people to work and reach facilities locally. It also recognises that, because some sections of the population remain highly dependent upon local facilities, 'planning for sustainability'

should mean trying to ensure all people have this opportunity, and have access to a choice of such facilities.

10.6 *Millennium Villages and Sustainable Communities* was published by the then DETR (now DCLG) in 2000 and provides an evaluation of the Millennium Village initiative, including transferable lessons which can be drawn and fed back into other developments. In relation to the provision of shopping and service facilities it recommends that the type and size of facility should be consistent with the size and catchment of the centre within which it is to be located, and any such services to be provided should be premised on an assessment of need. It also makes clear that other measures aimed at minimising resource consumption may generate relatively small CO2 reduction gains if car use is not curtailed.

10.7 *Sustainable Urban Extensions: Planned Through Design* (2000) was prepared by The Prince's Foundation (and subsequently endorsed by the DETR, English Partnerships and CBRE) with the aim of providing advice on extensions to existing towns, with an emphasis on the need to create genuinely mixed and sustainable communities. As such, it builds upon the advice set out in *Sustainable Settlements* (1995) by making clear the importance of planning extensions to existing settlements in order to incorporate a mixture of uses including working, shopping and leisure, a wide variety of house types and a strong sense of place. Against this background it sets out a series of objectives which include, inter alia:

- *“1. Workplaces, leisure facilities, schools and shops should be as close to housing as possible, or even integrated together in mixed use schemes. This gives people options to walk or bicycle instead of using their cars, thereby reducing congestion, noise pollution and the time wasted in commuting”; and*
- *“4. If people can work and meet more of their needs in the immediate area where they live, and are more likely to walk, then they will see more of their neighbours and their sense of belonging in the neighbourhood will grow. They can also spend less time commuting and making other journeys. This could strengthen community ties, reduce crime and improve the upkeep of the area.”*

10.8 In summary, therefore, Government guidance seeks to foster sustainable new communities and developments which enable people to both work and meet many of their needs in the immediate area in which they live, integrating workplaces, schools, leisure facilities and shops with housing developments.

Regional Policy

- 10.9 The RSS (RPG 12 December 2004) also recognises the need to ensure that a wide range of community facilities are accessible to all without the need to rely upon the private car. It identifies the need to secure more widespread and accessible provision of local facilities and services in district and local centres across areas and social groups.
- 10.10 In relation to health facilities the RSS makes clear that the location of healthcare facilities relative to the populations they serve will be critical to the quality of life enjoyed by people and to the social inclusion of groups with particular health problems.
- 10.11 In terms of retail and leisure provision the RSS advises that in developing strategies for retail and leisure development, local planning authorities should undertake an assessment of need in their areas and apply the sequential approach to identify sufficient sites in or on the edge of town centres. In planning for such facilities local planning authorities should maintain a good quality, level and range of provision for retail and service needs appropriate to the catchment area and minimise the need for travel especially by car.

Local Policy

- 10.12 The Community Strategy aims to improve access to services and facilities for all residents, neighbourhoods and those at most risk of exclusion, which reflects the importance of social facilities in fostering inclusive and sustainable communities and helping to create a sense of community identity. Furthermore, the Strategy identifies a particular need to increase opportunities available for young people and the need to better reflect their interests and provide a range of positive social activities.
- 10.13 The Development Control Local Plan seeks to ensure that the social and economic wellbeing of the local community is provided for through the provision of new facilities where required and the protection of existing facilities. It advises that in considering proposals for new residential development, any consequences for existing community facilities will be assessed. Where additional provision is necessary, either by increasing the capacity at, or enhancing current facilities, negotiations will take place with developers to make a financial contribution.

- 10.14 With specific reference to York Central, the Local Plan indicates that an element of retail may be acceptable to assist in meeting the needs of the local communities in that part of the city but that this should not detract from the retail offer in the City Centre. It suggests that the retail element should be on part of the site that is well related to York City Centre and the railway station/proposed transport interchange. Policy YC2 then goes on to state that the Council will define, through supplementary planning guidance, the scale and general location of retail and service facilities and other community facilities including educational, health and social services.
- 10.15 The Planning Brief for York Central identified the need to provide ancillary retail facilities and advises that these should be provided in a variety of shop units rather than one or two large stores which would generate specific car journeys and require significant car parking. It suggests the provision of a maximum of 3,000 square metres of ancillary retail, to provide local convenience retail in a variety of units and a maximum of 20,000 square metres of ancillary retail and leisure provision located at ground floor level dispersed across and well integrated in the Central Business District. These recommendations will be reviewed through the City-Wide Retail Study, which is currently being prepared.
- 10.16 In relation to other forms of community facilities, the Planning Brief stressed the importance of providing flexible community facilities which can be used by diverse groups, such as nurseries and crèches, youth groups and the elderly, as well as providing space for workshops and exhibitions to create communal vibrancy.

Existing Social Infrastructure

Shopping facilities

- 10.17 In retail terms, York City Centre benefits from a diversity of provision, from large national retailers to small specialist shops. A retail study for York carried out on behalf of the Council by retail consultants Roger Tym and Partners (York Retail Study, October 2004) demonstrated that York City Centre is essentially healthy. The City Centre has a good diversity of retail and service uses, a low overall vacancy level and a continued high level of interest from national retailers.
- 10.18 At present, with the exception of facilities within the railway station, there is no shopping or service provision within York Northwest and indeed facilities immediately beyond York Northwest are also limited to small scale, ad hoc convenience stores,

such as Shopright on Garfield Terrace and Costcutter on Poppleton Road, all of which serve a limited top-up shopping function.

10.19 Other than the City Centre itself, the nearest centre of any significance is Acomb District Centre, which incorporates a Morrisons superstore alongside a reasonably wide range of other convenience and comparison goods shops and services. However, Acomb is some distance to the west of York Northwest, and is not well placed to meet the day to day needs of new residents and employees there.

10.20 Further research will be required to establish the quantity of retail floorspace required within York Northwest. In this context, City of York Council have recently commissioned a new city-wide Retail Study, which will assess the existing deficiencies in retail provision within the city centre, district centres and local centres.

Social Facilities

10.21 Social facilities in York include a wide range of facilities. York's main public library is located in the city centre with more local libraries located within many of the district centres and surrounding villages. A mobile library also operates on a weekly basis. There are a number of youth facilities and clubs across the City. A number of established youth centres include Kingswater centre, Burton Stone Community Centre, 68 Centre, Fulford Youth Centre, Moor Lane Youth Centre, Newie Gnomes and Joseph Rowntree School. The Council also runs four community centres across the authority area providing important facilities for clubs and societies. These are Bell Farm Social Hall, Burton Stone Community Centre, Foxwood Community Centre and Tang Hall Community Centre.

10.22 Existing community facilities within and surrounding the York Northwest site are extremely limited. York Railway Institute provides some meeting rooms for community use in addition to its function as a social and sports club. The Poppleton Road Memorial Hall, situated at the junction of Oak Street and Poplar Street off Poppleton Road to the west of York Central, is an important resource for the local residents and voluntary and community groups, as well as the wider community in the City of York. The hall is home to several regular events including a playgroup, mum and toddlers, a drama group, karate and aerobics. Two rooms are available for hire: the main hall which has capacity for 100 people and a smaller meeting room that can accommodate up to 15 people. Sports and social facilities exist within the British Sugar site but access to these facilities will be lost once the plant closes.

Health Facilities

- 10.23 Deprivation is measured in England in relation to income, employment, health, education, barriers to housing and services, environment and crime. In addition, two further factors are considered, which measure the proportion of children aged under 16 years who live in families in receipt of income support and other means tested benefits, and the proportion of people aged 60 years and over who are in receipt of benefits.
- 10.24 The City of York is ranked 219 out of 354 local authorities in the country, where a rank of 1 is the most deprived in the country and a rank of 354 is the least deprived. To assess deprivation York is divided up into 118 Super Output Areas (SOA's). Within this overall figure York has one area, in Westfield ward, in the bottom 10% (i.e. most deprived) in the country and 16 areas in the top 10% (i.e. least deprived). Just over 9% of York's super output areas are within the most deprived 20% in the country. However, none of the super output areas that fall within the York Northwest area are within the most deprived 20% in the country. The City also has 6 areas in the bottom 10% (i.e. most deprived) of the country when looking at income deprivation affecting children. In addition York is ranked 120th in the country (of a total of 354 local authorities) when looking at adult income deprivation.
- 10.25 Access to basic facilities and services is also an indication of levels of deprivation and social exclusion. Improving access to services for all is a key priority of the Local Transport Plan 2006-2011 (LTP2). The LTP identifies that more than one in four York households do not own a car and that this has a significant impact on their ability to access education, training and employment opportunities in some areas as well as health services and other facilities.
- 10.26 In relation to the health of York residents, 17% of the total population perceive themselves to have a limiting long term illness, whilst 70% of the population described their health as good (Source: Census 2001). Life expectancy at birth in York is 77.3 years for males and 82.1 years for females, which is slightly higher than the England average of 76.1 yrs and 80.7 yrs respectively (Source: Neighbourhood Statistics). York also has a lower mortality rate than the national average with the infant mortality rate (deaths up to 1 year) in the City currently at 4.1 deaths per 1,000 live births. This is also lower than the national rate of 5.1.

10.27 At the present time York Central does not include any dental or GP facilities as there is not a sufficiently large resident population to support such facilities. Likewise there are no dental or GP facilities within the British Sugar site given its current use. The nearest doctor's surgeries are Lavender Grove located on Boroughbridge Road and Morris Medicals located on Priory Street while the nearest dental practices are located at The Mount and on Blossom Street.

Education

10.28 Educational attainment in York is high; GCSE/GNVQ and GCE/VCE A/AS achievements are significantly higher than both the Yorkshire and Humber region and England average. In York 62.2% of 15 year old pupils achieved 5+ grade A*-C at GCSE compared to an average in other unitary authorities of 50.0% (2005/6 figures). In the City of York 11% of the population aged 16-74 years were school pupils or full time students at the time of the 2001 Census compared to 5.1% in England and Wales as a whole.

10.29 Over the last five years standards in education as shown by SATS (Standard Assessment Tests) have improved in respect of younger students in York. The percentage of pupils achieving at least level 4 at Key Stage 2 (aged 11) in maths has improved from 75% in 1999 to 78% in 2005/2006 and in English from 76% to 81%. In York 25% of people aged 16-74 years have no formal qualifications compared to 33% in the Yorkshire and Humber Region and 29% in England and Wales. 23.5% of 16-74 year olds in York have a degree level or above qualification compared to 19.7% in England and Wales.

10.30 Whilst the population in York grew between 1991 and 2001 much of the growth was within those groups above school age. Birth rates in York have until recently been falling significantly, a pattern which matches the national trend, and which will have a major impact on pupil numbers over the next 10-15 years, with the need to remove school places. However, it should be noted that the local number of birth rates looks to have stopped falling and appears to have reached it's lowest point, and may now begin rise. This is the first year that a rise in birth rates has been recorded, so it remains to be seen whether this will continue and develop into an upward trend. Despite the existing low birth rates, new housing may attract families into a local area and have a significant effect on local schools without increasing the number of children in the York school population as a whole. Currently in York, the primary sector is a net importer of children with more pupils from North Yorkshire and East

Yorkshire attending York schools than York children attending schools in other Local Authorities. This pattern is reversed at secondary level where York loses a significant number of pupils between years 6 and 7, typically to two North Yorkshire secondary schools and to local independent schools. In recent years, both of these trends have been less pronounced than in the past.

- 10.31 Over the last 10 years, an average of approximately 700 new homes have been completed each year. City wide demographic predictions show that this will not lead to a significant increase in the population as a whole. In many cases, people move into new housing from elsewhere in the City, whilst the effect of families moving into the York area is balanced by people moving away. The effect of new housing therefore is mostly to redistribute the existing population around the city. However the case is different at York Northwest where it is intended that the site can accommodate a significant proportion of the City of York's future new housing requirements.
- 10.32 There is a statutory requirement on every Local Authority to provide sufficient school places. Discharging this duty involves opening new schools or adding place to existing schools where extra capacity is required. It also means reducing in size or closing schools with surplus accommodation. The challenge for all Local Authorities, in attempting to secure value for money and good quality education, is to provide the right number of places in the right locations. Adding capacity, in the main, means increasing the number of places at schools through extension to accommodation or creating new provision. 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. This will be the case at York Northwest. The Council has agreed Supplementary Planning Guidance (SPG) "Developer Contributions to Educational Facilities" which relates to new development and is based on current DfES guidance.
- 10.33 All the community schools on York serve a defined catchment area. This means that children living in the catchment have priority access to their local school. Parents may state a preference for a school other than the one that serves the area in which they live but their preference will only be met if the school is not already full with children from within its own catchment.

Key Issues

Local Shopping Provision

- 10.34 There will be a need for at least some new local shopping and service facilities to be provided within the site in order to meet day to day needs and limit the need to travel out 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.
- 10.35 The scale of facilities appropriate within the centre will depend upon a range of factors, including both the extent of the population forecast to live and work in the area, and the range and extent of shopping needs which are to be met.
- 10.36 With regard to the future population at York Northwest, it will clearly only be possible to forecast this after decisions have been taken in relation to the scale of business and residential development to be accommodated within the area, though clearly the greater the population, the more significant the facilities which will be required
- 10.37 In relation to the extent of shopping needs to be met, it will be important to decide which shopping and service needs should be met within the area itself. At minimum, it is anticipated that it will be necessary to meet the day to day top-up shopping and food and drink needs of residents, employees and visitors. However, it may also be appropriate to aim to meet the main food shopping needs of future residents in order to increase the self-sustainability of the new community and minimise the need to travel in order to undertake regular convenience shopping. Should this be the case, and it is considered that there is a need, for example, for a foodstore, which can serve main as well as top up food shopping needs within York Northwest, there could, theoretically at least, also be scope to address any deficiencies in such provision in the areas immediately beyond the defined boundary of York Northwest. In coming to any such decision, it would obviously be important to balance any such benefits alongside the potential for such development to generate unwelcome additional vehicular traffic and also the potential impact it may have on existing shops within the area and also Acomb District Centre.
- 10.38 The other issues to be addressed include the nature and location of the facilities to be provided. Again, this will need to reflect the way that the site is developed out, and the location of the other main uses to be accommodated. As set out above, consideration will need to be given to whether or not it is appropriate to incorporate a foodstore /

small supermarket within the area in order to ensure that main food shopping needs can be met within York Northwest itself. Consideration will also need to be given to how the facilities should be provided, and in particular, whether they should be provided in a single location and function as a 'community heart', or alternatively provided through two or more smaller groups of facilities in different parts of the site, which would make it easier to ensure good accessibility to such facilities for all living, working and visiting the site.

Provision of Facilities for Central Business District

- 10.39 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 a 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 provide facilities of a scale, which ensure that there will not be a detrimental impact on existing City Centre facilities.

Evening / Late Night economy

- 10.40 The idea of a resurgence in city centre living and activity has become increasingly central to Government policy. The Government recognises that the more people who live in town centres, the more their attractiveness and vitality in the evening will improve, adding to security and encouraging more visitors and investments. Therefore, in considering the attractiveness of city centres, it is necessary to consider the impact of the evening and late night economies.
- 10.41 Traditionally there is very little activity in most British towns and cities between 5 and 8 o'clock in the evening. Between 5 and 6 o'clock most shops close and people leave work to travel to their homes. Some, predominantly the young, will then return to the city centre after 8 o'clock to participate in the late night economy. This late night economy is generally centred around the consumption of alcohol in 'vertical drinking venues' with few tables and chairs. They drink standing up, in crowded bustling environments where music is played at high volume. When these venues close some people will go on to nightclubs which may stay open until between 1 and 3 in the morning. Before their journey home they often buy take away food. Older people participating in evening activities tend to go for dinner or to the cinema or theatre.

10.42 During the day city centres are much more inclusive, offering activities for all age groups. There is no reason why the evening and late night economies cannot be more inclusive. Evening activity does not have to be focused around consumption of alcohol or aimed exclusively at the young. Ideally all sorts of people would feel welcome in city centres in the evening and late at night, and there would be sufficient activity to encourage people to stay after work instead of going home to the suburbs.

10.43 York After Dark (York Tourism Partnership, April 2007) is a recent study of the evening economy and visitor experience in York. It includes specific research and an audit of the use of existing evening provision within the City. The Study outlines the main barriers to the use of the City in the evenings. These include, transport/parking, provision of information about events, antisocial behaviour (specifically hen and stag parties) and perception that there is little to encourage families. A key issue identified is to increase activity in the City in the 5-7pm, early evening period. An Action Plan recommends a series of measures to address the problems identified. These include,

- Provision of non-alcohol dependent evening activities, e.g., high quality riverside environment, walls opened at night and street entertainment;
- Development of continental ambience, e.g. café culture and outdoor seating;
- Evening events and festivals, e.g. open air theatre;
- Evening shopping;
- Improving time periods between 5-7 and 7-9pm, e.g. more music concerts and performance venues; and
- Information provision and policy integration.

10.44 The aim at York Northwest should be to create a genuine mixed use environment with a range of activities and facilities attractive to both young and old alike as well as families and those with disabilities. A wide mix of evening activities in areas adjacent to the City Centre could be considered, including, street entertainment, night time festivals, open air cinema and late night opening of attractions, as well as restaurants and public houses.

10.45 A mix of ground floor uses will help create an attractive public realm and allow the site to remain alive and used beyond core business hours. A vibrant evening economy has a range of benefits:

- It will generate additional direct and indirect benefits to the city economy in terms of both revenue and employment;

- It will create a true mixed use area able to provide a range of services for the enjoyment of residents, business users and tourists alike;
- It will ensure the new office development remains vibrant beyond core office hours and at weekends;
- It will create a vibrant extension to the existing city centre evening economy;
- It will provide human interaction and animation within the public realm and public spaces;
- It will encourage pedestrian flows through the site; and,
- It will increase safety for people moving through the site or using facilities within it and for business and other uses within the site.

10.46 Despite the clear benefits in attracting an evening economy the location and management of such uses require careful consideration in order to avoid conflicts between uses such as bars and residential apartments. There is a careful balance to be struck between the positive effects of a mixed evening economy and the management of activities to reduce negative effects such as nuisance, increased fears over public safety and crime.

10.47 The presence of bars and restaurants could generate noise and despite good transport links could also generate car journeys to and from the site late at night. In this context it will be important to locate such uses where they have least impact on residential occupiers and where they will be conveniently accessible by public transport. Proper consideration should be given to issues such as the quality of construction to ensure adequate soundproofing so that disturbance to residents is minimised. The layout and overlooking aspects of the development should also be given due consideration for the same reason.

Community and Social Facilities

10.48 It will be necessary for additional new community facilities to be provided through the redevelopment of York Northwest in order to meet the needs of the existing residents and the new community the site will accommodate. Such facilities could include a community hall, venues for clubs and societies, youth facilities and possibly a library will also need to be provided within York Northwest. Further work will be needed in this regard at the detailed master planning stage in order to establish firm requirements. Notwithstanding this, given the diverse range of groups likely to require access to such facilities it is likely to be appropriate for at least some of the

community facility requirements to be met through the provision of flexible community space.

- 10.49 Developer contributions towards of open space are normally required on all residential developments. In the context of the above, and the limited community facilities currently available within the area, it is considered that the same approach should be followed for community facilities. Negotiations will need to take place with developers at York Northwest to agree the scale of financial contributions which will be needed towards provision of new community facilities.

Health Facilities

- 10.50 Due to the scale of development likely at York Northwest there will be a significant new resident population and a large number of employees for whom health care facilities will need to be provided. The site falls within the Selby and York Primary Care Trust (PCT) with whom discussions will be needed to ascertain the level of new health facilities that will be required.
- 10.51 Discussions with local GP surgeries indicate that there is some existing capacity to take on new patients (up to 2000 new patients at some local surgeries including Lavender Grove). Notwithstanding this, some new provision will be required within York Northwest and this will need to be funded through the development of the site. Previous discussions with the Selby and York PCT indicated that the desired standard is one GP per 1800 people.
- 10.52 In terms of dental facilities the PCT indicated that it would be desirable to have one dentist per 2000 population. Some practices in the vicinity have indicated that they could take on more NHS patients but in order to do so they would require additional PCT funding, though it may still be necessary for at least one new practice to be established within York Northwest. Again this will necessitate contributions from developers.

Education

Primary School Provision

- 10.53 There is a statutory requirement on every Local Authority to provide sufficient school places. 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. 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.

Distribution of Primary Schools

- 10.54 A key issue which will need to be addressed, once it is clear how many primary school places are required, is should these places 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.

Secondary School Provision

- 10.55 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.

Phased Approach to the Provision of Education Facilities

- 10.56 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

11.0 TRANSPORT AND PATTERN OF MOVEMENT

Policy Context

National Policy

- 11.1 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 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.
- 11.2 The Government has given a strong commitment towards transport improvements, and has published guidance on planning and transport which is set out in PPG13. This guidance highlights that planning can help contribute to sustainable development through reducing the need to travel, reducing the length of journeys and through making it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking and cycling.
- 11.3 Within the UK Government's sustainability strategy 'Securing the Future' the Government recognises that transport has a key role to play in reducing carbon dioxide emissions. This reflects the fact that the transport sector is currently responsible for about a quarter of total UK carbon dioxide emissions, 80% of which is contributed by road users. The contribution to other total UK carbon dioxide emissions from domestic transport is expected to remain broadly stable to 2020 as emissions from other sectors are forecast to fall.
- 11.4 Government planning guidance - PPG13 and two Government White Papers on Integrated Transport (1998) and the Future of Transport (2004) aim to encourage people to reduce car usage in favour of more environmentally-friendly modes through measures such as better land-use planning and greater parking restrictions as well as better investment in public transport.

Regional Policy

- 11.5 At the regional level one of the primary objectives of the RSS is to integrate transport and land use planning. In particular it recognises the need to support regeneration

and economic growth in the main urban areas, to support sustainable development, to reduce the need to travel especially by car, to reduce the impact of traffic and travel on the environment and to improve access to opportunities in a manner that is equitable and socially inclusive.

- 11.6 Within the transport system itself the key objectives are to integrate the operation of different transport modes and promote modal shift away from the car, to make efficient use of transport resources, to improve safety, to maximise the use of energy efficient modes of travel including cycling and walking, to assist in the achievement of air quality targets, to increase the provision of safe traffic free networks and to be affordable and achievable in practical terms.
- 11.7 At the City Region level, the 'Leeds City Region Development Programme' and in particular Appendix 4 of this Programme (Long Term Vision for Transport in the Leeds City Region) provides further guidance on the development of transport infrastructure in York. It notes that:
- there is potential to introduce electric train services between York, Leeds and Selby;
 - the wider growth of the Financial and Business Services should be encouraged through harnessing the potential of rail station related sites such as York;
 - improvements are required to the York outer ring road; and,
 - a Park and Ride should be developed at the A59 to the west of York.

Local Policy

- 11.8 Alongside the need to create a sustainable community, development at York Northwest must help to achieve the objectives of the City of York's Local Transport Plan 2006-2011 (LTP2), which in addition to setting-out the desired transport measures for the short term up to 2011, sets out the principles for a longer term transport vision to 2021. It seeks to build upon the aims and achievements of the first Local Transport Plan covering the period 2001-2006, but in the context of the shared priorities (with government) of tackling congestion and improving air quality, accessibility and road safety, taking into account the changing context of the City's Community Strategy as well as land use plans and economic development priorities. It is of note that local residents and stakeholders identified congestion as their main area of concern through the LTP2 consultation exercise with 34% of local people and

54% of businesses believing “reducing congestion” to be the most important transport facing the City.

- 11.9 The transport and accessibility issues identified in LTP2 are taken forward in Section 12 of the Issues and Options 2 document for the Core Strategy, City of York Local Development Framework. In addition, reference is made to ‘Access York’, a package of infrastructure and public transport measures which aims to improve access from the Outer Ring Road to the City Centre, providing a major transport link into York Central.

Transport and Accessibility in York

- 11.10 York can be reached directly by rail from London, Edinburgh, Glasgow, Birmingham, Bristol, Leeds, Manchester, Newcastle, Nottingham, Liverpool and Manchester International Airport. York has excellent motorway links to all regions of the UK. Situated midway between Edinburgh and London, just 20 minutes from the M1/M62 motorway network, York is within comfortable travelling times of most regions in the UK.
- 11.11 York is one of the country's premier cycling cities, with traffic-free routes, country roads and on-road cycle lanes. Five Park & Ride sites currently operate in York. They allow visitors to travel to York by car, park for free in secure car parks and complete their journey into the City Centre by bus.
- 11.12 Traffic congestion and its associated air quality and safety problems are identified in LTP2 as the single most important issue facing the City. By 2011 traffic levels in the morning peak are, in the absence of measures to widen transport choice and influence travel behaviour, forecast to increase by 14% with this figure doubling by 2021. This will affect not only the quality of life for residents of York but also the ability of the City to attract new jobs, investment and tourism. LTP2 proposes a range of initiatives to address this issue.
- 11.13 Generally, across the district, the private car is the dominant mode of transport for most journeys. However, in the case of journeys to the City Centre, a significant 18% are made by bus (including Park and Ride), a further 13% by foot and 3% by cycle. A relatively high proportion of commuting journeys in York are under 5km, 56% compared to 40% in England as a whole. For journeys to work across the district,

over four times the number of trips are made by bicycle in York compared to England and Wales as a whole and around one and a half more trips by foot.

11.14 York is one of five local authorities in the Yorkshire and Humber region that experiences a positive net flow of daily trips into the city centre for work. Around 25% of these journeys to work in the city centre originate from areas outside the city, the remainder being internal trips within the City of York boundary. The past 10 years has seen a significant increase in the number of daily commuting trips. There were 22,445 journeys into York and 17,199 journeys out of York at the time of the 2001 Census, a 65% (approx) increase on the respective flows at the time of the 1991 Census. The majority of journeys into York from outside the boundary are from neighbouring authorities, particularly the East Riding of Yorkshire, Leeds and Selby. 31% of daily journeys which originate in York are bound for the Leeds area.

Transport and Accessibility in York Northwest

Transport Study

11.15 In 2004 transport consultants Faber Maunsell were commissioned by the Council to undertake a Transport Study to consider the transport implications of development at York Central. The study was undertaken between January 2004 and November 2005.

11.16 The objectives of the study were to provide advice on:

- How the highway network needs to be modified to cater for the traffic generated by the development of York Central;
- The development of a major public transport scheme to access the York Central site; and
- The scope for developing a public transport interchange which links with York Central railway station.

11.17 The work undertaken followed a logical process to deliver these objectives and was structured to:

- Identify the travel demands that will arise as York Central is fully developed;
- Understand where people travel to and from to get to York Central, and what routes they will take;
- Understand how the choice of travel mode can be influenced by future transport investment; and,

- Ensure that any transport investment has a strong business case that is capable of attracting funding; and determine the optimal transport investment strategy for York Central that not only covers road and public transport access into the site, but also pays regard to the wider transport impacts that will arise across the city, including the congested A1237 Outer Ring Road.

11.18 The Faber Maunsell study recommended a package of physical measures and management initiatives that could be adopted as part of the wider planning and development of York Central, including:

- Two new highway accesses into York Central at Holgate Park and Queen Street;
- Improvements and changes to the operation of Leeman Road and Station Road;
- New and improved cycle and pedestrian links around Marble Arch;
- A new on-street based bus transport link that would serve the A59 corridor running between a new Park & Ride site adjacent to the Outer Ring Road, York Central, the railway station and the City Centre;
- A new transport interchange at the current station entrance on Station Road; and,
- A new bridge for cyclists and pedestrians across the River Ouse, between the Scarborough Railway Bridge and Lendal Bridge.

11.19 A report on the final transport study was taken to a meeting of the Council's Executive in January 2006 setting out the Council's position on Faber Maunsell's findings and this report should be read in conjunction with the findings of the Study.

Transport Modelling

11.20 Modelling is being undertaken to assess the effects of development within the York Northwest area on the city's highway network. The modelling to date has been produced to inform the issues and options being considered. The work being undertaken has been assessed on the basis of traffic movements associated with relatively high levels of development and is not therefore necessarily the Council's preferred approach.

11.21 It is important to note that this modelling will be refined as work progresses on the Preferred Options. To date three key points in time have been assessed; these being:

- 2011 to reflect the level of development likely to be constructed by the end of the LTP2 period;
- 2021 to reflect the time whereby full development of the former British Sugar site and the majority of the York Central site is due to have taken place, and
- Post 2021 to reflect the full development of both sites

11.22 In total a series of eight scenarios were modelled to show the effects the development would have on the highway network's capacity to accommodate the generated traffic if:

- no significant improvements to the network or the public transport system were implemented (the 'do minimum scenarios');
- measures contained within LTP2, such as the 'York Overground', A59 Park & Ride and Junction improvements on the A1237 Outer Ring Road, were implemented (do something scenarios), and
- further enhancements to the public transport system beyond the current LTP2 programme, such as tram-train and a new Park & Ride site at Wigginton Road were implemented (enhanced do something scenarios).

11.23 The table below gives a fuller description of each of the scenarios being tested. Further detail on the outcomes from these scenarios and the modelling undertaken to derive them is contained in the Transport Modelling Evidence Base Document. It should be noted that the modelling neither takes into account traffic movement within York Northwest nor the effects of improvements to junctions on its periphery as these are not known at the present time.

Scenario	Assessment Year	Scenario Description
1a	2011	2011 AM Do-Minimum road network with consented, committed and currently under-construction developments without any changes to the public transport improvements.
1b	2011	As 1a but for the PM peak period assessment.
2a	2011	2011 AM Do-Something road network with consented, committed, currently under-construction developments and proposed developments for 2011, including certain parts of the Overground public transport system and limited junction improvements to the A1237 York Outer Ring Road.
2b	2011	As 2a but for the PM peak period assessment.
3a	2021	2021 AM Do-Something road network with proposed developments for 2021 including York Central and British Sugar sites, together with changes to the highways infrastructure and the public transport system as recommended in the LTP2 submission.
3b	2021	As 3a but for the PM peak period assessment.
4a		2021 AM Do-Minimum with Scenario 1a road network and public transport services, but 2021 Scenario 3a travel demand.
4b	2021	As 4a but for the PM peak period.

5a	2021	As 3a but with Wigginton Road PnR and tram -train services between A59 PnR site – Railway Station – Askham Bar PnR site.
5b	2021	As 5a but for PM peak period assessment.
6a	Beyond 2021	As 3a but with additional 1675 dwellings at York Central beyond 2021
6b	Beyond 2021	As 6a but for PM peak period assessment
7a	Beyond 2021	As 4a but with additional 1675 dwellings at York Central beyond 2021
7b	Beyond 2021	As 7a but for PM peak period assessment
8a	Beyond 2021	As 5a but with additional 1675 dwellings at York Central beyond 2021
8b	Beyond 2021	As 8a but for PM peak period assessment

11.24 The modelling predicted that in all of the future years the ‘do something’ scenarios, i.e. extensive public transport improvements and improvements to the outer ring road, would achieve significant reductions in congestion compared to the ‘do minimum’ scenarios, with further reductions being achieved if enhancements were implemented. Furthermore, without such improvements it is likely that the city’s highway network will experience severe congestion in the peak periods.

Key Issues

Transport Constraints

11.25 A number of transport constraints exist in the vicinity of the York Northwest site:

- The site lies along the A59 corridor, running to the north west of York City Centre. The road is currently congested at peak times;
- The East Coast Main Line railway bounds all of York Central and the eastern edge of the British Sugar site, with very few crossing points;
- The City Centre is severed from the area by the railway; access between York Northwest and the City Centre is only currently available via Marble Arch/Leeman Road, a very unattractive foot and road tunnel to the north of the station;
- Access to the northern part of the British Sugar site is currently limited by existing site topography and a transformer station and similarly access is limited to the south of the site by topography;
- The size of the area: The area is approximately 3km in length, making the British Sugar end of the site beyond walking distance to the City Centre for many people.

To address this it will be important to provide an attractive public transport corridor to enable residents living at the north-western end of the site to reach the city centre without needing to use their cars.

Public Transport

- 11.26 The size and scale of development planned at York Northwest will generate significant, additional people movements in the area and it will be important to encourage as many of these as possible, that cannot be made on foot or cycle, to be made by public, rather than private transport.
- 11.27 The key transport objective set out in the planning brief for York Central in relation to vehicular access was the requirement to have a maximum mode share for cars accessing York Central for work purposes of 20%. This requirement reflects the aspirations of City of York Council to meet with broader sustainability objectives emerging through the Local Development Framework Core Strategy. This ambitious figure, which is lower than the average figure in the Local Plan would necessitate significant support from public transport. In this context, and notwithstanding the excellent rail links available to York station, bus travel will play a major role in ensuring that this 20% limit upon car modal share is achieved. It is crucial to York Northwest's success that excellent bus links into the area are available from all parts of the City.
- 11.28 High quality public transport connection(s) between a new Park and Ride site, the outer ring road and the York Northwest site are considered critical in achieving a 20% modal car usage by employees entering the site. This could be achieved via access points to the west of the York Central and British Sugar sites. This may take the form of an unrestricted access point at Water End or Holgate Park and at points leading off the A59 further out from the City Centre. Alternatively, it may mean that public transport only accesses may need to be created.

Public Transport Interchange

- 11.29 The desire to make York Northwest a sustainable development site means that it will be crucial to provide an efficient and attractive public transport system. A key element of this system is considered to be the provision of a transport interchange which will facilitate the connection of existing public transport routes and promote connections between these existing public transport routes, the Railway Station and

the City Centre. The concept of a transport interchange in the vicinity of York Station is outlined in the 'Access York' Major Scheme proposal within LTP2.

- 11.30 York railway station is an important hub on the major north-south and east-west rail corridors in the region and to improve the accessibility of these services rail passengers need to be able to continue their journeys to and from York station easily by other forms of public transport. Although many of the bus services running via the City Centre stop within 5 minutes walk of the station entrance, the interchange between the various bus services is poor because some services stop outside the station and some loop around the Station Road gyratory.
- 11.31 While access for people entering and leaving the railway station to the northbound bus stops is easy, the layout of the road network on Station Road means that passengers interchanging with bus services calling at the stops on the southbound approach to the northern end of Station Road are required to cross Station Road and walk approximately 150 metres to reach them. This is seen as significant constraint on interchange between bus and rail for some users, especially for people with mobility difficulties, particularly as reaching the northernmost stops involves crossing a road without pedestrian crossing facilities. It is thought that these constraints may dissuade many people from making linked rail-bus trips.
- 11.32 The same problem exists for travellers wishing to make journeys requiring them to change from one bus service to another. The overall public transport strategy for York is based on the development of an 'overground' bus network comprising a series of radial and orbital routes with the radial routes converging to a central hub. The desire is to achieve a seamless connection between these radial and orbital routes to encourage bus usage. However at present the poor interchange facilities at the centre and at the crossing points mean that this seamless interchange is not possible.
- 11.33 It therefore follows that if a new transport interchange is to be provided within York Northwest, it should be capable of serving the whole of the city centre. Potential options in relation to the location of the public transport interchange are set out in the Issues and Options paper.

Local Interchange at British Sugar

- 11.34 In addition to the creation of a central interchange adjacent to the railway station it is considered that potential exists for the creation of a new local interchange within the

northern part of the York Northwest site. The opportunity exists to create a new rail halt on the York-Harrogate-Leeds railway line somewhere within the British Sugar site. This could act as an interchange between rail, tram/train and bus services and the opportunity exists to either create linkages with a new Park & Ride site on the A59.

Vehicular Access

11.35 Access is considered to be one of the major constraints upon the redevelopment potential of York Northwest. At present vehicular access to the site is poor, comprising:

- Leeman Road, via an underbridge connecting to Kingsland Terrace to the north and the Marble Arch underpass tunnel to the east, connecting to Station Road and the city centre;
- the existing HGV access for British Sugar via Millfield Lane; and
- an existing access to the British Sugar Plant via Plantation Drive.

11.36 While the existing access points into British Sugar are adequate, the capacity and design of the Marble Arch and Kingsland Terrace access points are considered to be inadequate to support the expected traffic movements associated with the site. Both are unsuitable for large vehicles as it is narrow and has a height restriction of 3.81m (12' 6") and 3.58m (11' 9") for Marble Arch and Kingsland Terrace respectively. Furthermore, there has been a history of minor road accidents associated with both crossings generating significant traffic congestion for surrounding areas.

11.37 Both crossings lead into two extremely congested and complicated areas in terms of vehicular traffic movements. The northern underbridge leads onto Kingsland Terrace, through a densely populated residential area before joining the Water End distributor road which provides access to the major A59 and A19 road networks. Vehicular movement along this route to the A59 and A19 is constrained further by the presence of a one-way system. Marble Arch also leads to the Inner Ring Road which is another area already experiencing considerable congestion. The Leeman Road and Station Road junction, which lies adjacent to the City Centre, is heavily trafficked with a convergence of buses, taxis and general vehicular traffic within this location.

11.38 Leeman Road itself also creates a constraint upon one of the major land uses within the York Central site, the NRM. The NRM general operations and requirements to operate moveable displays clear of running lines rely heavily upon a link between

their Great Hall and Station Hall. A direct rail link between these two buildings would provide significant benefits to the NRM and its functions whilst also removing reliance upon running lines which in turn would enable the release of additional land for development. Nevertheless the current layout of Leeman Road between Great Hall and Station Hall prohibits this potential as direct rail access between the two buildings is not possible.

Pedestrian and Cycle Access

- 11.39 In addition to public transport and vehicular access it is considered that significant improvements to pedestrian and cycle access are required to support the redevelopment of York Northwest. The existing pedestrian and cycle access into York Northwest is currently limited to access via Leeman Road and Marble Arch under the ECML, York Station Footbridge, a footbridge over the Freight Avoidance Line connecting York Northwest with the Holgate area at Wilton Rise and access via a footpath close to Manor School.
- 11.40 As with vehicular access the major issues are defining the most sustainable locations to implement new and improved access points to the site and the provision of routes within it.
- 11.41 One of the core Transport Strategy elements is its commitment to pedestrians being at the top of its hierarchy of transport users. York Northwest provides a unique opportunity to provide for substantial development within a very sustainable location, with some parts of the area within walking distance of the city centre. As such pedestrian access is a key consideration within the development of the area. Connectivity between York Central and the city centre, the railway station and surrounding adjacent areas is also an important issue.
- 11.42 Pedestrian routes should be safe, attractive, relevant, encourage access and movement. They should provide a variety of routes between different parts of the area and connect to the surrounding areas and the pedestrian priority route network. Providing safe, easy and high quality access for cyclists into and around the area will be an equally important consideration. Ideally both on and off road routes should be available and all principal traffic routes into the site should feature cycle lanes and advanced stop signs. The new cycle routes will need to connect fully with the existing routes, enhancing the citywide cycle network and linking into the National Cycle route.

- 11.43 It is considered that York Northwest offers an excellent opportunity to create a highly accessible development where demand for car travel, by choice, will be low. This will require the creation of a carefully designed network of vehicle, cycle and pedestrian routes designed around people not cars. Pedestrian routes with fewer changes in direction, where people can clearly see their intended direction, encourage more walking. The pedestrian route network should be logical and easy to understand to enable blind and partially sighted people to memorise environments that they use regularly and predict and interpret environments that they are encountering for the first time.
- 11.44 In order to improve the attractiveness of pedestrian and cycle routes it is considered that opportunities should be taken to create separate cycle and pedestrian routes slightly removed from the vehicular routes. Such routes are more pleasant for pedestrians than a footpath immediately adjacent to a road and may offer more direct routes that are safer for inexperienced cyclists than sharing a road with other traffic. It will be important that these cycle and pedestrian routes are visible from the main roads or from residential or commercial buildings to ensure that they benefit from natural surveillance and hence that people feel that they are safe and secure. It is important that pedestrian and cycle paths are designed to take the most direct route between two points to ensure that walking and cycling distances are minimised. The movement network should therefore be designed with the needs of pedestrians and cyclists paramount and the road network being developed around them.
- 11.45 Despite the intention to place pedestrian movements at the top of the transport hierarchy, York Northwest will generate significant transport movements via public transport, cyclists and cars. As such it is essential that internal movements are efficient in allowing residents and workers to move freely from their homes and places of work into the local transport network. Inappropriate use of the road network within the site, by cars seeking to avoid delays on other main routes into and out of the City Centre (via York Central) has the potential to cause a significant negative impact upon the local transport network via congestion and increases in air pollution. The resulting increase in congestion will also have a detrimental impact on the physical environment, thereby essentially reducing its desirability.
- 11.46 The Issues and Options document provides options in relation to new vehicular, pedestrian and cycle accesses into and within York Northwest. Further work will be

required to establish the likely costs of creating these new accesses and the impact that these access points will have on the surrounding road network.

Parking

- 11.47 A key means of achieving a sustainable approach to development is not only to encourage better access to forms of sustainable transport but to control the amount of new car parking available within the site to deter visitors from using their cars to access the site.
- 11.48 Although measures could be put forward to minimise car usage it is likely that there will be demand for car parking provision within York Northwest both in terms of public parking and parking for occupiers of the new residential and commercial developments. This raises further issues in terms of distribution, volume and location for these car parks.
- 11.49 One way to reduce the amount of car parking required at York Northwest could be to encourage the dual use of parking spaces by residential, commercial and leisure users. This avoids the situation where parking is provided for office buildings and whilst fully occupied during the day, the car parks are nearly empty at night. By encouraging commercial and residential users to share the same parking areas, it is possible, if carefully controlled, to achieve the optimum use of space and hence the more sustainable use of land.

Air Quality

- 11.50 Air quality is of particular concern in the York Central area, particularly in the vicinity of Holgate Road and Queen Street. By 2011 traffic levels in the morning peak are, in the absence of measures to widen transport choice and influence travel behaviour. Forecast to increase by 14% with this figure doubling by 2021. This will affect not only the quality of life for residents of York but also the ability of the City to attract new jobs, investment and tourism. LTP2 proposes a range of initiatives to address this issue.

12.0 CULTURE AND TOURISM

Policy Context

National Policy

- 12.1 Current government policy seeks to support the tourism, creative and leisure industries and improve quality of life for all through cultural and sporting activities ('Living Life to the Full', Department for Culture, Media and Sport, 2005). Culture and tourism are important influences on the built environment of 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.
- 12.2 Government Guidance (PPG21) acknowledges the importance tourism plays in contributing to the national economy and the prosperity and growth of many towns and cities. It highlights that the tourism industry should flourish in response to the market, whilst respecting the environment which attracts visitors.

Regional Policy

- 12.3 On a regional scale, the RSS (December 2004), Regional Economic Strategy (2006) and the Panel report on the Draft RSS acknowledge the importance of tourism in the Yorkshire and Humber economy. York clearly has a central role to play in the development of tourism in the region, based on the strengths of York as Yorkshire's premier visitor destination and gateway, as so many of York's visitors (over a third) also visit other parts of Yorkshire. Consequently tourism is a major element of the City's economy, with visitor spending creating enough jobs for one in ten of the local workforce. The presence of the National Railway Museum on the York Central site makes it an important location for further tourism development.
- 12.4 The York Tourism Strategy and Action Plan notes that during 2006 around 4 million people visited the City, spending around £332.9m, and generating over 9,970 jobs. The significant tourism industry gives York a huge advantage in developing a high national and international profile.
- 12.5 The Strategic Framework for the Visitor Economy (Yorkshire Forward 2005) is the primary regional context setting document. This takes account of regional strategies such as the Regional Economic Strategy and the Regional Spatial Strategy. It also

reflects the national priorities and targets set out in the Department for Culture, Media and Sports 'Tomorrows Tourism Today' which inter alia sets a national tourism earnings growth target of 4% per annum to 2010 from a 2002 baseline. The Strategic Framework provided by Yorkshire Forward sets an even more challenging earnings growth target for the Yorkshire region of 5% per annum to 2010. The aims and objectives include

- To achieve growth in the visitor economy which is consistent with the principles of sustainable development;
- To be proactive in fostering innovation in tourism and support 'step change' development of the tourism product;
- To achieve increases in visitor satisfaction by improving quality of place and quality of product; and,
- Increase earnings from tourism by targeting high spending visitors.

12.6 These aims are reflected in York's Tourism Strategy and Action Plan (York Tourism Partnership, 2007) which seeks to maximise the economic and employment advantages of tourism in York to the benefit of businesses, employees, residents and visitors. However, it recognises that to make the most of these benefits it is necessary to manage the environmental implications for the historic City and its citizens, such as crowded streets, traffic problems and development pressures on the surrounding countryside. The development of further tourist related facilities at York Northwest and particularly York Central can help meet these objectives whilst complementing and linking to the traditional historic City Centre.

12.7 The Regional Spatial Strategy (RSS), (December 2004), identifies that future development of the region should acknowledge the role that arts and culture can play in economic diversification, improved quality of life, regeneration, social inclusion and improvements to the built environment.

Local Policy

12.8 York's Community Strategy (2004) outlines the need to protect the historical importance of York, whilst meeting present cultural needs and developing a more modern, cosmopolitan outlook. There is concern about a lack of diversity in the current cultural provision and there is a need to take steps to ensure that York's cultural provision is more diverse, inclusive and accessible. The Community Strategy sets out strategic aims in York: A City of Culture to address these concerns. In doing so, the Strategy aims to secure a major cultural role for York at a regional, national

and international level, whilst ensuring that York residents feel that what is on offer is for them and encourages them to participate. These aims include:

- Articulating a sense of what York is celebrating, interpreting what's already there and championing the cultural sector in its widest sense: arts and heritage, sport & active leisure, play, open spaces, learning and the built environment;
- Encouraging creative expression and talent, supporting and promoting the cultural sector's contribution to York's economy, inspiring entrepreneurs to develop cultural enterprise in the City;
- Raising aspirations, creating debate and engagement, challenging the city's existing assumptions on culture and thus inspiring residents to do new things, visit a variety of places and try new experiences;
- Getting more people involved and raising awareness of the opportunities that are available for active lifestyles, creativity and learning for life. Seeking to identify the barriers to this and being active in breaking the barriers down;
- Using all available resources, maximising the opportunities to enjoy our parks, rivers and open spaces; and,
- Raising the quality of provision, increasing investment in the city's cultural infrastructure and identifying the gaps and the priorities.

12.9 Many of these aims can be addressed in spatial terms, covering key aspects of York's cultural offer, including: civic spaces; the rivers; the built heritage; other cultural attractions; and public art. The scope exists to maximise the development opportunities available at York Northwest to help achieve these aims.

12.10 When considering the type of culture and tourism that could be provided at York Northwest, it will also be necessary to take into account the York Tourism Strategy and the York Cultural Strategy.

12.11 The York Tourism Strategy has identified that hotel occupancy in York is falling, there is a long term decline in overseas visitors, there is a change in visitor characteristics (e.g. increase in older and less affluent visitors) and a change in 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; and,
- ensure the widest possible benefits from a successful York tourism economy.

12.12 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.

Tourism in York

12.13 Visitor surveys and an economic impact assessment are undertaken annually in York to assess the latest visitor trends for York. These surveys indicated that expenditure, duration of stay and employment in tourism have increased since 2004/2005, and visitor numbers have increased by 2.7% to £4.18 million. The latest survey results (2006/2007) suggest that York's visitor age profile is becoming skewed much more to the 55+ age group than previously. 42% of York visitors were in this age group in 2006-07 compared with 28% five years earlier. Conversely the numbers in the 25-44 age group have fallen (28% from 41% five years earlier). Visitors are also less likely to be from the wealthiest socio-economic groups and over the same period the ratio of visitors in this group has fallen from 70.5% in 2001-02 to 53% in 2006-07. These trends are important and need to be addressed, given that the City aspires to a high spending long stay visitor profile, offering the best opportunity to maximise the economic benefits for the city. The result confirms the need to encourage further investment in developing activities that will appeal to a younger age range.

12.14 Overseas visitor numbers have shown a long term decline (34% of all visitors were from overseas in 1995-96, 15% in 2006-07). American visitors who used to form over 50% of York's overseas visitor numbers, now only comprise 26% of the overseas visitor market.

12.15 29% of York's visitors are from other parts of the region but there has been a slight fall in visitor numbers in recent years from London and the South East (20% in 2004 to 17% in 2006-07).

- 12.16 York continues to be a gateway to the rest of Yorkshire. Over one third of visitors will have visited York or intend to visit other parts of Yorkshire during their present stay in York. This issue is crucial in the ongoing discussion about York's regional and sub regional role in tourism and the city is clearly critical in helping bring extra business to the whole of Yorkshire.
- 12.17 Repeat visits to York run at a high level, 78% of visitors have been to the City before, and this level of enthusiasm for York is encouraging and confirms that the product is essentially strong. However as the visiting population gets older it is essential that it is replenished by younger visitors probably unfamiliar with all that York has to offer, or who need a new reason to visit the City.
- 12.18 Total visitor numbers in 2006/2007 rose by 339,000 compared to a year earlier to 4.18 million. For staying visitors, however, the average length of stay rose slightly from 3.28 days to 3.31 days (an increase of 1%). In the long term (since 1995) total visitor numbers have remained relatively flat (around the 4m mark), whereas length of stay (+23%) has increased significantly.
- 12.19 Expenditure by visitors rose substantially in the past year (6.7%) from £311.8 million to £332.9 million. The total figure includes the £49 million multiplier effect that this spending has on the rest of the economy, the biggest single item of expenditure by visitors remains shopping (£105 million) representing 35% of the total direct spend by visitors. Direct spending on visitor attractions (£25 million) is less than 10% of the total direct spend by visitors although York's history and heritage is the largest single reason why visitors come to York. In the longer term visitor expenditure has risen substantially in York over the past 13 years-from £205m in 1993 to £332.9m in 2006 (+62.4%).
- 12.20 A consequence of rising revenues is that employment numbers were up by 400 to 9,970 jobs (+4.3% over 2005-06). Again in the longer term employment has risen significantly – by 18.7% since 1993.
- 12.21 Information on hotel occupancy provided by the Yorkshire Tourist Board indicates that the figures for 2006 have continued a downward trend. The average figures for 2006 (46.7% bed occupancy and 59.6% room occupancy) are down 2-3% on 2005.
- 12.22 To try and improve the situation the First Stop York Tourism Partnership is working to develop a strategy of developing the quality of the product in the City alongside

innovative marketing activity, to help broaden the appeal and reach of the city to the widest possible audience.

Key Issues

Growth in tourism

- 12.23 York continues to be a gateway to the rest of Yorkshire. Over 1.3 million visitors (per annum) will have visited York or intend to visit other parts of Yorkshire during their present stay in York. This issue is crucial in the ongoing discussion about York's regional and sub regional role in tourism and the city is clearly critical in helping bring extra business to the whole of Yorkshire. As such, York Northwest's role in supporting city wide tourism must also reflect the need to support broader regional tourism.
- 12.24 Yorkshire Forward ('Strategic Framework for the Visitor Economy', 2005) state that the overall objective for tourism development in the region should be a focus on growth in the value of tourism rather than growth in the volume of tourism. In this context priority should be given to improving the quality of the existing facilities (visitor facilities, attractions, transport and services) rather than developing new attractions.
- 12.25 Yorkshire Forward recognise that, while the region earns a similar level of income from day visitors and staying visitors, it receives a much greater volume of day visitors, which puts pressure on infrastructure and can lead to congestion in some areas at peak times. In order to spread the benefits of tourism to encourage more sustainable development, opportunities should be maximised to increase the length of stay of visitors as opposed to attracting more day visitors. A greater focus on staying visitors has the potential to increase earnings without increasing the overall number of visitors. One approach to addressing this issue could be to develop the evening economy and improve safety for residents and visitors by creating a busier and more relaxed atmosphere in the evenings. Special events can also help to extend the length of the visitor day, such as the innovative lighting schemes that are being developed in York, both architectural and artistic.
- 12.26 In addition to generating longer stay initiatives the Council and tourism partners also seek a higher 'spend per visitor' profile. Presently the City is experiencing positive trends on visitor spending, length of stay and job creation, despite the fact that York's visitor characteristics have changed more towards an older, less affluent visitor

profile. There is a strong impression that York tourism could perform even more strongly if the quality of the tourism product is developed and a wider audience can be attracted to York.

- 12.27 Two key issues are therefore how to increase visitor stay and how to increase visitor spend, in order to match the councils aspirations for a long stay/high spend visitor profile. In this context there is a desire to rebalance the existing visitor profile more towards a younger market, in order to achieve a stronger tourism sector within York.
- 12.28 By addressing these key issues the tourism industry will not only generate higher visitor spend but also increased employment. In this regard there is a further desire is to increase the profile and pay associated with tourism employment in York, in essence, to provide better paid jobs.
- 12.29 Considering the recent tourism trends and the aspirations outlined above it is vital that York improves the quality of existing tourism attractions and that any new attractions are targeted towards the younger market.
- 12.30 York Northwest has potential to deliver tourism infrastructure that will address both these key issues. A potential large scale tourist attraction, leisure or sports use could be provided within the site, if it satisfied the sequential test. Such a use would not only generate new visitors to the site but could also take advantage of the high number of existing tourists visiting the National Railway Museum.

National Railway Museum

- 12.31 The National Railway Museum (NRM) which lies within York Central is a major visitor attraction offering leisure and informal education opportunities. It has potential to act as an anchor to new leisure developments in the vicinity to complement and expand upon the NRM's and York attractions.
- 12.32 In visitor surveys undertaken in 2002-03 awareness of the NRM and the Jorvik centre was found to be identical (90%) and a similar number of people intended to visit these attractions (46% NRM and 38% Jorvik). In 2005-06 more than double of those surveyed intended to visit the NRM (53% v 25%) and it has now overtaken the Minster (46%).
- 12.33 The National Museum of Science and Industry which runs the National Railway Museum has aspirations to further develop the facilities at the York site. To date the

NRM's displays have focussed mainly on the historic background to the railway story, primarily through presentation of its world-class collections. In the future they want to expand their role to address the whole issue of the human instinct to explore and to look at the travel and transport systems of the future and the impact they could have on our lives. In this regard their development aspirations include:

- A new single entrance to the NRM facing the station
- A Piazza
- Possible realignment of Leeman Road to create a single NRM site
- A multi-function centre including a conference centre, hotel, new exhibition centre and visitor attractions

Cultural Quarter

- 12.34 It has been suggested in the LDF Core Strategy that a 'cultural quarter' should be developed within York, by building upon existing strengths through linking together existing attractions and facilities. The quarter would cover an area of the City Centre taking in the NRM and then crossing the River Ouse to take in the Museum Gardens, Yorkshire Museum, the York Art Gallery, Kings Manor, the Theatre Royal and De Grey Rooms, the Minster and Dean Gardens.
- 12.35 The intention is that this would provide an improved gateway to the City from the railway station area, with better use being made of the River Ouse frontage, possibly by focussing on a new or improved walkway adjacent to the river and new pedestrian river crossings.
- 12.36 The desire to develop a distinct Cultural Quarter within York has wide ranging implications for both the NRM and York Central in general. The existing tourism appeal of the historic centre via York Minster, the Castle Museum and the historic walls is well known. However, the connection between these areas and the NRM is at present extremely limited. The challenge exists, therefore, to develop a cultural trail linking these areas
- 12.37 The importance of this green gateway is as a through route both to and from the City from the York Northwest site. The gateway route encapsulates both historic and modern York but currently has no distinctive identity. The ambition is to create a distinctive place making identity for this area and through this ensure that the York Northwest site has a fully integrated gateway to the historic City. Various cultural

institutions contained within the quarter have embarked on a programme of funding bids to develop this work, including applications to the Heritage Lottery Fund.

- 12.38 Within York Central itself, there is an opportunity for the development of enhanced tourist facilities around the NRM, and the creation of an attractive new pedestrian crossing across the River Ouse to assist in the integration of York Central and the old city centre.

Accommodation and Conference Facilities

- 12.39 Reflecting the importance given at regional level to enhancing business tourism, there is a major opportunity for expanding business tourism and conferencing facilities within York Northwest. Provision of additional facilities in the conference and exhibition sectors have been identified as both regional and sub-regional priorities. York, as the regional gateway to the rest of Yorkshire, should provide a focus for conference facilities and York Northwest offers an obvious development opportunity for such investment.
- 12.40 The city's current provision for conferences is limited to 1,500 delegates in a single location at the Barbican (which is to be redeveloped), which is clearly limited for a sub-regional centre of the importance of York. As outlined above, the NRM has the potential to expand its existing facilities to provide additional conferencing and exhibition space that would complement the Council's drive to enhance business tourism.
- 12.41 A significant improvement in the infrastructure which supports the tourism industry in York is not solely limited to conferencing and exhibition 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.
- 12.42 Approximately a quarter of existing hotel bed spaces within York City are in 3 and 4 star hotels, with no existing 4 star plus or 5 star hotel provision available. This is a constraint upon York's potential to encourage more over-night stays and weekend breaks and the development of 4 star plus or a 5 star hotel would generate significant benefit to the City's tourism growth.
- 12.43 Increased provision of high quality hotel accommodation would provide strong support to the conference and exhibition facilities outlined above and assist in attracting high spending events and visitors.

12.44 York Northwest is potentially a suitable and sustainable location for provision of a high quality hotel, possibly linked to a large scale conference facility which could complement the existing facilities within the NRM and provide further support to the wide ranging business provision within the site.

High Quality Public Realm

12.45 Public space to support and enhance large scale tourism and cultural provision is considered as a key element to the success of the area. A high quality design is essential in order to create a distinctive public space that will be designed for and used by people. The design quality of public space has further implications for the broader regeneration of York Northwest as it sets the design standards for the other less public uses within the site. A prime central public square could be a focus for the display of public art.

12.46 The Council have agreed a Public Arts Strategy based on a requirement for developers to contribute 1% of the overall cost of a development scheme to be spent on public art. It is the Council's belief that this funding should be integrated into a public art and public realm strategy which should address the integration of an artistic design from the outset as well as specific provision for public art works within development.

13.0 OPEN SPACE AND BUILT SPORTING FACILITIES

Policy Context

National Policy

13.1 National planning policy guidance in PPG 17 'Planning for Open Space and Recreation' emphasises that open spaces, sport and recreation underpin people's quality of life, and that well designed and implemented policies for open space and sports provision are fundamental to delivering broader government objectives such as the promotion of health, wellbeing and sustainable development. The guidance explains that in looking to improve existing provision, local authorities should encourage better accessibility of facilities taking into account the mobility needs of the local population. PPG 17 recognises the importance of open space, in delivering a range of objectives including:

- supporting an urban renaissance
- promotion of social inclusion and community cohesion
- health & well-being; and
- promoting more sustainable development

13.2 The guidance explains that, in identifying where to locate new facilities, local authorities should:

- Promote accessibility by walking, cycling and public transport;
- Locate intensive uses on sites where they can contribute to town centre vitality and viability;
- Avoid any significant loss of amenity to residents, neighbouring uses or biodiversity;
- Improve the quality of the public realm through good design;
- Add to and enhance the range and quality of existing facilities;
- Carefully consider security and personal safety;
- Meet the regeneration needs of areas using brownfield in preference to greenfield sites;
- Assess the impact of new facilities on social inclusion; and,
- Consider the recreational needs of visitors and tourists.

Regional Policy

- 13.3 The Regional Spatial Strategy for Yorkshire and the Humber acknowledges that participation in sport and recreation is increasing in the region, and that this is beneficial to individuals and society in numerous ways - for example, by improving health and promoting social inclusion. Nevertheless, figures from Sport England show that levels of physical activity in Yorkshire and the Humber are lower than the national average of 30.4%: only 28.3% of the region's adults undertake enough physical activity to benefit their health. To address this problem Sport England Yorkshire is aiming to increase the participation in sport and physical activity in Yorkshire by 1% per year by increasing participation in sport, retaining people in sport through an effective network of clubs and training opportunities, and working towards success in sport by making sporting success happen at the highest levels.

Local Policy

- 13.4 The Local Plan identifies a need to promote the provision of new and increased access to existing leisure facilities, to provide a range of leisure and recreation opportunities, suited to the needs of all age group and with particular regard to those people with special needs.
- 13.5 Policy L1c of the Development Control Local Plan indicates that all housing or commercial proposals over 2,500 square metres gross floorspace will be required to make provision for the open space needs of future occupiers. This should be provided in addition to any area required for landscaping and should take the form of informal amenity open space where staff can take a break during the day. For residential developments of over 10 dwellings an assessment of existing open space provision accessible to the proposed site, including its capacity to absorb additional usage, must be undertaken. This is intended not only to ascertain the type of open space required but whether on- site facilities or a commuted payment for off-site provision would be most appropriate. Under the terms of Policy L1c there is a requirement for housing developments to provide minimum quantities of informal amenity open space, children's equipped play space and outdoor sports space.
- 13.6 In May 2006 a draft supplementary planning guidance (SPG) note for Open Space in new Developments - A guide for developers was approved by the Council for the purpose of Development Control. Its role is to elaborate upon the requirements set out in the Development Control Local Plan and it sets out further requirements, for

example, recommended maximum walking distances from residential dwellings to each type of open space and minimum sizes of open space to ensure that they are of a useable and maintainable standard.

- 13.7 Since the publication of the draft SPG, an Open Space, Sport and Recreation Study has been published by the Council, which sets out aims, objectives and key priorities for the delivery of open spaces to meet present and future needs. This document also identifies standards relating to the quantity, quality and accessibility of open space. These standards are set out in Tables Two, Three and Four below.

Table Two- Quantity Standards for Open Space

Type of Open Space	Amount of land required per 1,000 population
Provision for City Parks	0.14 ha
Provision for Local Parks	0.04 ha
Provision for Natural and Semi-Natural Open Space	Urban area: 0.38 ha
Amenity Green Space	1.27ha
Provision for Play Areas for Children	Urban: 0.05 ha
Provision for Teenage Facilities	0.02 ha
Provision for Outdoor Sport Facilities	1.96 ha
Provision for Allotments	0.29 ha

Table Three - Accessibility Standards for Open Space

Type of Open Space	Accessibility
Provision for City Parks	Urban areas: 20 minute walk time
Provision for Local Parks	15 minute walk time
Provision for Natural and Semi-Natural Open Space	15 minute walk time
Amenity Green Space	5 minute walk time
Provision for Play Areas for Children	10 minute walk time (480m)
Provision for Teenage Facilities	15 minute walk time
Provision for Outdoor Sport Facilities	15 minute walk time (720m) to local outdoor sports (i.e grass pitches, tennis and bowling green) 20 minute drive to synthetic turf pitches and golf course
Provision for Allotments	15 minute walk time

Table Four - Quality Standards for Open Space

Type of Open Space	PMP Recommendation
Provision for City Parks	<p><i>"A welcoming, clean and litter free site providing a one-stop community facility which is accessible to all and has a range of facilities and other types of open space within it. City parks should be attractive, well designed and maintained, providing well-kept grass, flowers and trees, adequate lighting and other appropriate safety features, as well as suitable ancillary accommodation (including seating, toilets, litter bins and play facilities). Sites should be safe, secure and easily accessible. Where appropriate, Park Ranger schemes should be implemented to enhance the quality of the environment and facilitate community interaction. Encouraging community involvement through organised events should help to increase usage and activities. Sites should promote the conservation of wildlife and the built heritage and provide links to the surrounding green infrastructure"</i></p>
Provision for Local Parks	<p><i>"Striving to achieve a national standard for quality, all local parks should be a facility serving the immediate needs of local people for active recreation. They should provide a welcoming, clean and litter free environment. Maintenance should focus on providing well-kept grass, flowers and trees and encourage wildlife to flourish with the use of varied vegetation through appropriate management. Park rangers should work with other organisations and the community to provide a hub of interest, activities and local events as well as establishing a safe network of local open spaces. Good quality and appropriate ancillary facilities (toilets, litter-bins, dog-bins and benches) should be provided to facilitate the needs of user and encourage greater use. "</i></p>
Provision for Natural and Semi-Natural Open Space	<p><i>"A clean and litter free site with clear and obvious pathways that provide opportunities to link other open spaces together and where appropriate link to the outlying countryside. Where possible sites should encourage wildlife conservation, biodiversity and environmental awareness and contain appropriate natural features. Litterbins, dog bins, benches and picnic areas should be provided where possible and there should be a clear focus on balancing recreational and wildlife needs, whilst ensuring public access. Community involvement through management, maintenance and promotion of these sites should be maximised where possible. "</i></p>
Amenity Green Space	<p><i>"A clean and well-maintained greenspace site that is accessible to all. Sites should have appropriate ancillary furniture (dog and litter bins etc), pathways and landscaping in the right places providing a safe secure site with a spacious outlook that enhances the appearance of the local environment and provides a safe area for young people to meet. Larger sites should be suitable for informal play opportunities and should be enhanced to encourage the site to become a community focus, while smaller sites should at the least provide an important visual amenity function."</i></p>
Provision for Play Areas for Children	<p><i>"A well designed clean site of sufficient size to provide a mix of well-maintained and imaginative formal equipment and an enriched play environment in a safe and convenient location. Equipped play spaces should be fun and exciting and should have clear boundaries with dog free areas and include appropriate ancillary</i></p>

	<i>accommodation such as seating, litter bins and toilets in the locality of larger sites. Sites should also comply with appropriate national guidelines for design and safety and safeguard residential amenity of neighbouring land users. The site should also be accessible to all”.</i>
Provision for Teenage Facilities	<i>‘A well designed high quality site that provides a meeting place for young people, encompassing the needs of all users with varied formal and informal equipment/space. The site should be located in a safe environment that is accessible to all, without compromising neighbouring land users. The focus should be on providing a well-maintained, clean and litter free area with appropriate lighting and shelter, promoting a sense of community ownership. ‘Facilities should be developed through extensive consultation with the local community at all stages of the process.</i>
Provision for Outdoor Sport Facilities	<i>A well-planned, clean and litter free sports facility that sits in harmony with its surroundings. The site should be well maintained to an appropriate match play standard, with good grass coverage and well-drained quality surfaces. Appropriate ancillary accommodation should be provided at sites with consideration given to providing toilets, changing rooms and car parking. Community-use synthetic turf pitches should be floodlit to comply with quality standards and maximise usage. Meeting places should be provided for both formal and informal sports pitch sites including of sheltered areas and benches, encouraging participation and access for all. The site should be managed appropriately ensuring community safety and provide a local amenity that is close to people’s homes, encouraging residents to participate in physical activity.</i>
Provision for Allotments	<i>‘A clean and well-kept secure site that encourages sustainable development, bio-diversity, healthy living and education with appropriate ancillary facilities (e.g. provision of water and toilets) to meet local needs, clearly marked pathways and good quality soils. The site should be spacious providing appropriate access for all and should have clear boundaries and should be promoted to ensure local community awareness.</i>

13.8 Following the publication of this strategy, a further study has been commissioned to consider the current provision of open space required in the York Northwest area and any deficiencies which would need to be addressed.

Existing Open Space in York

13.9 The City of York has approximately 480ha of parks and open spaces. The City’s historic strays form over 320ha of this open land and are important for their distinctive character and historical association to the City of York. Although some parts of the strays are retained for grazing, others are becoming highly valued spaces for informal recreation. They also provide value in terms of their open aspect and views.

- 13.10 Parks also represent valuable open spaces within and around the City of York. Both Rowntree Park and Glen Gardens have received the Green Flag Award 2005/06 for high quality green spaces. They are amongst 22 of the parks and gardens within the Yorkshire and the Humber region to be awarded. Facilities available at Rowntree Park include a canal, water cascade, and a large lake hosting model boat regattas. There is also a sculpture play trail, woodland walk, bowling green, skate park, basketball and tennis courts. The museum gardens, located within the city centre are one of York's largest parks and are home to the Yorkshire Museum. Museum Gardens also contains the ruins of St Mary's Abbey and includes the 13th Century Abbey Church.
- 13.11 Located between York Central and the British Sugar site is Millennium Green, an area of community maintained open space including the Holgate Beck. This is a valuable local facility, particularly for residents adjacent to the Green at Garnet Terrace and Garfield Terrace.

Open Space Provision in York Northwest

- 13.12 Within York Central itself recreation and open space facilities are currently extremely limited, the only significant provision being a small equipped children's playground which is located at Carlisle Street in the centre of the site.
- 13.13 Millennium Green was developed through grants from various funding bodies and is managed for its wildlife benefit. The grassland shows particularly rare indicator species of ancient flood meadows and the amenity value of the site has been significantly enhanced through the efforts of the local community, which have included the construction of a 12ft by 14ft mosaic depicting the local church, school and public house. A millennium oak tree and seat have also been provided.
- 13.14 Within British Sugar provision is limited to a sports field on the south-western edge of the site. There are also areas of informal open space surrounding ponds in the south-east corner and north-west corner of the site.

Key Issues

Requirement for New Provision

- 13.15 Based on the standards set out in the Local Plan, in the emerging SPG, the City-Wide Open Space Needs Assessment and the York Northwest Open Space Assessment

(as summarised above) it is evident that the development at York Northwest will necessitate the provision of a significant level of open space and recreational facilities.

- 13.16 On the basis of the standards identified above, as an example of the open space requirements that would be required, for a residential development generating a population of 3,000 there would be a requirement for 9.9 hectares of open space, made up of 2.7 hectares of amenity open space, 5.1 hectares of outdoor sports space and 2.1 hectares of children's play space. In addition a further 0.9 hectares of open space would also need to be provided in association with every 1,000 employees at the site. Clearly open space provision will have implications for the development capacity of other land uses within the area.
- 13.17 It will be crucial that the provision of open space is considered as an integral part of the overall development, and play areas, as part of 'children's space' will be required to support a range of ages and abilities, linking conveniently with pedestrian and cycle routes. In this context, play equipment suitable for all age groups (including facilities for disabled children) should be located together so that parents of mixed age group children can supervise them together.
- 13.18 Clearly, however, in addition to ensuring that sufficient open space in quantitative terms is provided within York Northwest, it will also be important to ensure that all provision, particularly amenity open space must be useable, and of good quality. A scattering of small pockets of amenity open space across the site may satisfy policy requirements in numerical terms though it would not necessarily provide appropriate provision for new residents and employees. It will, therefore, be important that amenity open space provided is appropriate in terms of size, scale, location and quality, in order to maximise its use by a broad range of the new York Northwest community.
- 13.19 As well as promoting connectivity within the site, the amenity open space within the site should also be designed to maximise linkages with areas adjacent to the site. Linkages to existing areas of good quality open space provision, such as the riverside to the north, should be encouraged through the provision of easy, safe accesses - for example, by the formation of a new bridge across the river.
- 13.20 As well as considering the provision of new open spaces it is important that the proposals for the site give due consideration to existing facilities at Millennium Green.

Should it be decided to create a new road access into the site from Water End, the existing green space at Millennium Green could potentially experience significant impact. Should this be the case it may be necessary to provide replacement provision which meets the needs of the community which currently enjoys this area. Efforts would also need to be made to prevent damage occurring to the mosaic and seat during construction, and if it is not possible to avoid these features, then they should be relocated within the site so that they can continue to be enjoyed by the local community.

Requirement for new built sports facilities provision

- 13.21 The City has a wide range of sports and leisure facilities. Oaklands sport centre offers public access to flood lit sport pitches, sports hall, community room and viewing gallery. Edmund Wilson (due to be replaced by facilities at York High when completed) and Yearsley (closed for the summer for refurbishment) swimming pools are also available for public use. Public tennis courts are available at Hull Road Park, Glen Gardens and Rowntree Park.
- 13.22 Huntington Stadium provides access to a flood lit 400m athletics track, large leisure pool, multi-purpose sports hall and is also home to the York Rugby League Club. The stadium has a current capacity of 4,800.
- 13.23 York City football ground (Kit Kat Crescent) is located at Bootham Crescent which first staged league football in 1929. The ground has an official capacity of 9,534.
- 13.24 Under a development agreement with Persimmon Homes York City Football Club has until February 2009 to identify a site for a new stadium and until February 2011 to gain planning permission and by February 2015 it will have to vacate Bootham Crescent to enable Persimmon to proceed with the redevelopment of the site. There is therefore a need to identify a replacement stadium site within the City of York.
- 13.25 While it is clear that there is a wide range of sports and leisure facilities, Active York a citywide partnership for the development of sports and leisure in York, has identified that there is an under provision of the following sports and leisure facilities:
- Public swimming facilities (around 12 * 25m lanes of pool space), particularly in south or east of York;
 - One water-based synthetic hockey pitch;
 - Publicly accessible badminton courts (around 24 courts); and,

- Indoor basketball, roller hockey, judo and netball competition facilities.

13.26 Apart from the York Railway Institute which provides facilities in the City Centre (see para 13.27) sports and leisure provision within the York Northwest area is limited. The York Railway Institute, which is described in detail below is located in the southern part of the York Central site. Within the eastern part of the British Sugar site there is a sports field and sports club. This sports field is currently used by the British Sugar sports club and Manor School.

13.27 The York Railway Institute was established in 1889 and operates as a non profit making members club and community sports club. Facilities on the site include:

- 9 badminton courts
- Judo dojo
- 5 squash courts
- 2 table tennis tables
- Weightlifting room
- Shooting gallery
- Snooker, pool and darts facilities
- Theatre with stage
- Offices and meeting rooms
- Indoor balcony running track (not used)

13.28 At present there are 3000 members of the institute plus casual users. The facilities are also made available for use by local schools, dancing classes and community groups.

13.29 It is understood that an application has recently been submitted to list the Railway Institute, along with the former railway shed on Queen Street.

13.30 Assuming that the comprehensive development of York Northwest leads to the creation of a new community, it will be essential to provide appropriate and quality community, leisure, sports (indoor and outdoor facilities) and health facilities, which will meet the needs of new and existing residents and employees.

Community Stadium

13.31 Active York is a city wide partnership established to deliver the sport and active leisure aspects of the city vision and community strategy. Amongst the priorities for facilities development across the City is the provision of a professional sports stadium

in recognition of the fact that York City Football Club and York City Knights urgently need a modern professional stadium that meets league and safety standards that can attract investors, players and spectators. The stadium must cater for the full sports development continuum and the venue should be considered by the professional clubs and the community as a citywide, multi-sport facility. It must also be accessible to the community as a training and participation venue as a route to excellence.

- 13.32 Given the intention to comprehensively redevelop the area, York Northwest provides one opportunity to accommodate a new community stadium, in reasonably close proximity to the City Centre, though clearly use of the site to accommodate a stadium may limit the opportunity to meet other development needs on the site.

York City Football Club

- 13.33 York City Football Club need to vacate their existing football ground at Bootham Crescent (Kit Kat Crescent) by February 2015 to allow the site to be developed for housing by Persimmon Homes as outlined in paragraph 13.27 above.

- 13.34 One of the requirements for the new stadium is that it meets the Football League requirements. For a League 2 club these include a capacity of 5,000, at least 2,000 permanent seats, and facilities for press and officials and playing facilities in accordance with FIFA rules

York City Knights Rugby League Football Club

- 13.35 York City Knights currently play at the Huntington Stadium, which was constructed in 1989 by Ryedale Council, and which was taken over by City of York Council following local authority boundary reviews. The stadium provides a range of ancillary facilities including a health club/gym, leisure pool, multi-purpose sports hall, fitness room and social facilities. The club also has the use of two offices, training rooms and a club shop, the latter currently being provided from a mobile unit.

- 13.36 The stadium and associated facilities are currently leased by the City Council to Cannons Health and Fitness under a fifteen year lease, 7 years of which remain unexpired. There have been discussions between Cannons and the City Council with regard to them potentially surrendering their lease on the stadium, however, this does not appear to be a practical option due to the inter-relationships between the facilities, including shared security and safety systems.

- 13.37 The gym is currently the only profitable use of the facility and the leisure pool is currently only open during school holidays and on Saturdays. The pitch quality is poor and the stands are showing signs of disrepair. There is no public use of the stadium itself at present other than the running track which is used by the local athletics club. The Rugby Club currently pays rent for the use of the stadium facilities.
- 13.38 The different nature of the rugby league and football seasons means that there will be only a limited number of times each year when both clubs may need to use the pitch at the same time. This means that the opportunity exists for the two clubs to share the same stadium facility.

Other Requirements

- 13.39 Based on an assessment of the specific requirements of the Football League and Rugby League it is envisaged that a grass pitch area of 126 metres x 80 metres would be required.
- 13.40 In terms of capacity, the clubs are seeking a 15,000 capacity stadium. This is significantly in excess of historic attendance levels for either York City Football Club or York City Knights which last season peaked at 4,439 and 3,600 respectively. However a smaller capacity stadium could not meet Rugby League and Football League requirements in the medium to long term.
- 13.41 In addition to meeting the requirements of the York City Knights and York City Football Club there may be a requirement to provide replacement facilities for the York Railway Institute if their existing, well used facilities within York Central require relocation as part of the comprehensive development of York Northwest. The facilities present at the existing site would need to be replicated in recognition of their high level of community use. Continuity of use is a key issue for the institute and if they were to vacate their current site a prerequisite for their relocation would be the provision of a full range of operational facilities prior to them vacating the existing site.
- 13.42 In terms of ancillary facilities there could be scope for limited retailing (such as club shops), food and drink outlets, and possibly a hotel, as part of any stadium development. There may also be potential for hospitality and commercial facilities to be clustered together with or immediately adjacent to the stadium complex. This would allow the dual use of facilities to be maximised.

13.43 In addition to ensuring that the design of the stadium meets all the requirements of its users it will be important to make sure that the location of any new stadium is appropriate. In particular the stadium should be accessible both by foot and public transport as well as by road, and linked to the railway station (and new public transport interchange) by an attractive and well designed pedestrian and cycle link. Good pedestrian linkages to the City Centre and surrounding residential areas will also be important.

13.44 Whilst accessibility by means other than the private car will be crucial there will be a requirement to provide parking facilities for emergency service vehicles, team buses, officials and for disabled spectators' visitors. To meet the stringent requirements of UEFA, the requirements of the Super League and the Football Foundation the following would be required:

- Parking space for at least two buses and ten cars for referees and officials inside the stadium perimeter so players and officials can disembark and enter stadium without coming into contact with the public
- Designated VIP coach and car parking area
- Parking area for media representatives to enable outside broadcast vehicles to be parked
- Separate car and coach parking areas for two teams
- Disabled parking no more than 50 metres from point of entry into stadium

13.45 To meet the minimum space requirements it is envisaged that a stadium footprint of 176 metres x 140 metres (22,000 square metres or 2.2 hectares) would be required. This excludes any ancillary space associated with the operation of a stadium such as circulation space, media area and car parking. In order to allow space for media facilities and team/official parking a site of 3.5 hectares would be needed. If the site was also to accommodate the envisaged level of ancillary conference, food and drink and community facilities a further hectare of land would be needed. This means that, overall, a site of 4.5 hectares is likely to be needed to accommodate the community stadium.

Other issues

13.46 In considering the scope for developing a community stadium at York Northwest it is necessary to consider the impact of a stadium on surrounding land uses, both existing and proposed. By their very nature stadia attract large numbers of visitors

during peak periods and the impact of an influx of people and vehicles into an area can have a considerable impact on the amenity of nearby occupiers and businesses.

13.47 In order to make any stadium proposal fully sustainable it is likely to be necessary to ensure that any associated parking provision is limited and that a significant percentage of visitors arrive at the stadium by public transport or on foot. Use would need to be made of car parking provided elsewhere within York Northwest and opportunities to increase the use of existing Park and ride facilities would need to be investigated.

13.48 In addition to carefully managing the siting of any stadium from an accessibility perspective it will also be important to consider the visual impact of any such stadium building both on the amenity of existing and proposed residents and on the historic city itself. The skyline in this area is sensitive and it would be crucial to ensure that the design of the stadium is appropriate to its location within an historic city. In particular it will be important to consider the impact on the nearby listed buildings, the character and appearance of the Conservation Area and on views of York Minster.

Taking into the account the requirements summarised above, and the constraints of the York Northwest site the Issues and Options paper sets out three possible options in relation to the location of the community stadium.

14.0 DESIGN OBJECTIVES

Policy Context

National Policy

- 14.1 The earlier chapters of this document have emphasised the need to develop York Northwest in a sustainable manner. In considering the design objectives for the site it is also relevant to consider the links with sustainable development.
- 14.2 This linkage is emphasised in Planning Policy Statement 1 'Creating Sustainable Communities' which states that "good design ensures attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. Good design is indivisible from good planning". Good design should contribute positively to making places better for people and design which fails to take the opportunities available for improving the character and quality of an area should not be accepted
- 14.3 PPS 1 states that planning authorities should have regard to good practice set out in 'By Design - Urban design in the planning system: towards better practice' (ODPM, CABE 2000). This advises that authorities should seek high quality designs to create places that:
- Are well mixed;
 - Have a well planned public spaces that brings people together;
 - Function well and add to the overall character and quality of the area;
 - Are safe and accessible;
 - Support the effective use of resources;
 - Address the needs of all in society and are accessible, useable and easy to understand; and,
 - Are visually attractive as a result of good architecture, urban design and landscaping.

Regional Policy

- 14.4 The Regional Spatial Strategy (2004) explains that the quality of life in the region's settlements should be raised through improvements to the environment. It advises local authorities to encourage the creation of high quality sustainable places through earlier, greater and better informed attention to design in relation to all aspects of

development including buildings, layout, townscape and landscape. It states that local authorities should encourage the informed and active participation of local communities in the planning of their areas, the definition of design considerations and setting design standards.

Local Policy

- 14.5 The current City of York Development Control Local Plan contains within it site specific policies with regards York Central with Policy YC4 outlining the requirement for a quality development with high standards of design and materials. Also of relevance are more general policies covering the areas of design, planning against crime, open space, landscaping, green corridors, development in historic locations, transport, mix and density of residential dwellings amongst others.

Key Issues

Historic Context

- 14.6 The southern 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 York Central, 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.
- 14.7 An important characteristic of the conservation area is a street pattern which is mostly curved and non-geometrical. Within the walls the narrow and irregular street pattern results in views which are fragmented with closed vistas leading the pedestrian around corners. The essence of the area is still mainly of retail and residential uses, often combined into single units, grouped together in an infinite variety of form and period. In terms of materials, dark rich tones predominate, with extensive use of York stone, timber and brick, limestone, clay pantiles, plain tiles and slate. Although a densely developed area, one of the strengths of the Conservation Area is its strong landscape structure, exemplified through its open spaces such as the open river frontage, the Museum Gardens and the ramparts of the City Walls.

14.8 One of the strengths of the Conservation Area is that there are so many small areas of unique quality which result in the historic richness and quality of the area. The key to the successful development of York Northwest will be to draw upon these historic influences whilst at the same time encouraging high quality contemporary buildings and designs. Development at York Northwest should seek to draw on qualities and characteristics of the historic core of York without trying to mimic them.

Design Guidance

14.9 The Government and other interested bodies have produced a series of best practice guides which should be read in association with the planning policy guidance referred to previously. Detailed design work undertaken at York Northwest will be required to take into account all recently published guidance of relevance to the proposed development as well as taking a lead from recently completed similar developments across the UK and Europe.

14.10 In this respect the Commission for Architecture and the Built Environment (CABE) was set up by the Government in 1999 to encourage the development of well designed buildings and over the following years has both undertaken a large amount of design related research, as well as identifying good development examples and processes to achieve quality in design.

14.11 Research by CABE has demonstrated that good design adds social and environmental value by:

- Creating well connected, inclusive and accessible new places;
- Delivering mixed use environments with a broad range of facilities and amenities available to all;
- Delivering development sensitive to context;
- Enhancing the sense of safety and security within and beyond developments;
- Returning inaccessible or run down areas and amenities to beneficial public use;
- Boosting civic pride and enhancing civic image;
- Creating more energy efficient and less polluting development; and,
- Revitalising urban heritage.

14.12 It is also shown that good design adds economic value by:

- Producing high return on investments;
- Making new places more attractive than the local competition;

- Responding to occupier demand;
- Reducing maintenance, energy and security costs;
- Contributing to more contented and productive workforce;
- Creating an urban regeneration and place making market dividend; and ,
- Reducing the cost to the public purse of rectifying urban design mistakes.

14.13 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 and minimise the use of resources.

14.14 The community should be of a sufficient size, scale and density and the right layout to support basic amenities and should include good quality local public services such as education, health care and community facilities. There should be an integrated mix of good homes of different types and tenures to support a range of household sizes, ages and incomes. Finally, a sustainable community must have a good public transport system providing links both within the community itself and with the wider regional community.

14.15 Furthermore, developments should also minimise car access and parking, the use of non renewable resources during construction, use sustainable design and construction techniques and minimise carbon and energy emissions. The inclusion of sustainable features should be integral to the overall design concept, e.g., this could include car free development and pedestrian priority areas.

Gateways

14.16 At present York Northwest is viewed as a backland and it will be important that the area is developed in such a way as to foster a sense of arrival. Due to the location of York Northwest in relation to the City Centre and the historic core it is suggested that the area could be identified by means of 'gateways' comprising key visible structures, spaces and/or buildings. Gateway features could be established at any of the potential access points, and the development of attractive buildings and open space alongside the east coast mainline could provide a more appropriate gateway for people entering York by rail.

14.17 The type of gateway feature to be created will be dependent upon the role of the access point and its intended users. For example, gateways intended for pedestrian

and cycle access only should involve development on a more human scale than gateways to be used by vehicular traffic. Opportunities should be maximised to use the gateways to the eastern side of the site to enhance the linkages with the historic City Centre.

Public Realm and Open Space

- 14.18 Sustainable Urban Extensions: Planned Through Design (2000) emphasises the need for neighbourhoods to be legible. They need landmarks and a network of streets which enable people moving through the place to know where they are and where they are headed. It explains that they must have a high quality, well managed public realm of streets and street furniture, squares, communal buildings and green spaces.
- 14.19 Public space to support and enhance the anticipated large scale tourism, cultural and business provision is considered as a key element within York Northwest.
- 14.20 The landscape framework could be designed to retain, protect and enhance existing naturalistic features of the site such as Holgate Beck. The restoration of the Beck could be considered and the potential for other water features explored, for example as part of a sustainable urban drainage system.

Views and Vistas

- 14.21 The redevelopment of York Northwest will take a number of years and as such will be undertaken in phases. An internal network of connected key routes will be an important component and will require to be provided in a coordinated manner from phase to phase. As with the primary vehicular and pedestrian/cyclist routes there will be a need to relate to both the heart of the redeveloped site, as well as with key buildings and spaces. These routes will in effect provide a series of important vistas within and outside of the area.

There are a number of key views which exist within the area, particularly long distance views of York Minster across the York Northwest site from housing to the west. The development of tall buildings on some parts of the site could adversely affect important views of the Minister, and the Railway Station. Whilst not all views across and out of the site can be retained, the overall design should take account of key views. In order to maintain these views it will be necessary to restrict the height of new development in certain parts of the area.

APPENDICES

APPENDIX ONE – LIST OF HISTORIC BUILDINGS

YORK CENTRAL
Surviving Historic Buildings

	Address	Building Function	Date	Designation
1	<u>Station Rise</u> York Station	Railway Station	1872-77	Listed gr.II*
2	<u>Queen Street</u> Railway Institute (RI)	Education and social institute	1889	Nominated for the local list. Listed gr.II
3	Water tank and workshop	Water tank for the first railway station	1839	
4	RI buildings, formerly the gymnasium	Wagon works for the first station; later No. 2 Locomotive Erecting Shop	1850 1884	Not listed
5	RI building, formerly the rifle range	No.1 Locomotive Erecting Shop	1879	Not listed
6	<u>Leeman Road</u> National Railway Museum	North Eastern Railway Goods Station	1875-77	Listed gr.II
7	Weigh Office	NER goods weigh station	1875	Listed gr.II
8	Gates and gate piers	Entrance to the NER goods station	1878	Listed gr.II
9	Arc Light building	Coal Manager's office	1873	Not listed
10	Stables	Stables for the goods station delivery horses	1899	Not listed
11	<u>Foundry Lane off Leeman Road</u> Railway workshops and Post Office vehicle	Buildings of the Albion Iron Foundry, part of the York Railway Plant Co.	1872	Not listed
12	Maintenance workshops	Buildings of the Phoenix Iron Foundry	1873	Not listed
These two foundries moved from sites elsewhere in the City to be close to railway operations as they were producers of cast-iron products and fabricated wrought-iron structures, for engineering and architectural use by the North Eastern Railway Company.				
13	<u>Carlisle Street</u> Carlisle Street	Houses for the iron workers in the Albion and phoenix iron foundries	c. 1875	Not listed
Information from Dr Bill Fawcett, author of <i>A History of North Eastern Railway Architecture</i> , and member of the Advisory Panel of the Railway Heritage Trust and Alison Sinclair. Industrial archaeological remains not included.				
9 August 2006				

APPENDIX TWO - CENTRAL CONSERVATION AREA STATEMENT