



Notice of meeting of

Planning Committee

To: Councillors R Watson (Chair), Simpson-Laing (Vice-Chair), Cregan, Crisp, D'Agorne, Firth, Sue Galloway, Galvin, Horton, Hudson, Jamieson-Ball, King, Moore, Reid, B Watson and Wiseman

Date: Thursday, 27 September 2007

Time: 4.30 pm

Venue: The Guildhall, York

PLEASE NOTE THAT THIS MEETING WILL BE PRECEDED BY A PRESENTATION BY THE APPLICANT AT 3:30 PM ON THE FOLLOWING PLANNING APPLICATION:

Dobbies Garden Centre – 07/01786/FULM application for the erection of class A1 garden centre and ancillary food hall and restaurant, including outdoor display areas, car parking and landscaping, on land lying to the south of the York designer outlet

AGENDA

Site Visits for this meeting will commence at 12:30 pm on Wednesday 26 September at Memorial Gardens

1. **Declarations of Interest**

At this point, members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. **Public Participation**

It is at this point in the meeting that members of the public who have registered their wish to speak can do so. The deadline for registering is by 5pm the day before the meeting. Members of the

public can speak on specific planning applications or on other agenda items or matters within the remit of the committee.

To register please contact the Democracy Officer for the meeting, on the details at the foot of this agenda.

3. Plans List

This item invites Members to determine the following planning applications:

a) Site Lying To The West Of Manor Heath Copmanthorpe York (07/01319/FULM) (Pages 5 - 20)

Development of an Eco-Park to include land formation, lakes, ponds, wetland, woodlands, paths, road, play-education-demonstration areas, education centre to include cafe, farm shop, sustainability display area including alternative energy, recycling, composting and 4m high windmill (Copmanthorpe Parish Council)

b) OS Field 8800 Church Lane Wheldrake York (07/01649/FULM) (Pages 21 - 32)

Change of use from agricultural land to allotment gardens including associated sheds, new vehicular access, car parking, composting toilet and community equipment store (Wheldrake Parish Council)

c) Council Depot Foss Islands Road York YO31 7UL (06/02234/REM) (Pages 33 - 40)

Amendment to external appearance of superstore previously approved by reserved matters application (04/03871/REM) [Heworth Planning Panel]

4. York Strategic Housing Market Assessment 2007 (Pages 41 - 78)

This report presents Members with findings from the Strategic Housing Market Assessment 2007 undertaken by Fordham Research and, with reference to this comprehensive study of housing in York, to highlight they key issues for the City of York Council to consider in progressing the current Local Development Framework programme and in assessing planning applications.

5. Conservation Area Appraisal for Proposed New Conservation Area : "The Nestle / Rowntree Factory" : Consultation Draft
(Pages 79 - 114)

This report requests that a draft character area appraisal describing proposals for a new conservation area relating to the former Rowntree factory site should be considered for approval for consultation purposes.

6. Any other business which the Chair considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Sarah Kingston

Contact Details:

- Telephone – (01904) 552030
- E-mail – sarah.kingston@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
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Contact details are set out above.

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PLANNING COMMITTEE – 27 SEPTEMBER 2007**SITE VISITS****WEDNESDAY 26 SEPTEMBER 2007**

<u>Time</u>	<u>Site</u>	<u>Item</u>
12.30 pm	Coach leaves Memorial Gardens	
12.50 pm	Land West of Manor Heath, Copmanthorpe	3a
1. 40 pm	OS Field 8800, Church Lane, Wheldrake	3b

(Return approx. 2.15 pm)

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Further information about what's being discussed at this meeting

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The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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COMMITTEE REPORT

Committee: Planning Committee **Ward:** Rural West York
Date: 27 September 2007 **Parish:** Copmanthorpe Parish Council

Reference: 07/01319/FULM
Application at: Site Lying To The West Of Manor Heath Copmanthorpe York
For: Development of an Eco-Park to include land formation, lakes, ponds, wetland, woodlands, paths, road, play-education-demonstration areas, education centre to include cafe, farm shop, sustainability display area including alternative energy, recycling, composting and 4m high windmill.
By: Professor Gareth Reece
Application Type: Major Full Application (13 weeks)
Target Date: 28 September 2007

1.0 PROPOSAL

1.1 The applicant seeks planning approval to develop an Eco-Park. The Eco-Park will include the following:

- * Land Formations.
- * Fishing Lakes.
- * Wildlife Ponds.
- * Wetlands.
- * Woodlands.
- * Paths.
- * Roads.
- * Play Education - Demonstration Areas.
- * Education Centre (Including Café and Farm Shop).
- * Sustainability Display Area (Including alternative energy, recycling, composting and 4 metre high windmill)

1.2 The proposed development site is currently occupied by a large arable field. The site is roughly trapezoidal in shape and measures between approx. 200 and 214 metres east to west and approx. 420 and 350 metres north to south. The site measures approx. 7.2 hectares. The ground slopes gently from approx. 29 metres Above Ordnance Datum (AOD) at the A64 edge of the site down to approx. 24 metres AOD at the southern edge closest to Colton Lane. The site is currently entered/exited from Manor Heath using a well established and laid out access point. The nearest properties are located to the east of the site on Manor Heath, distances between 200 and 350metres have been provided to the front elevations of these dwellings.

1.3 A committee site visit is to take place because objections have been received and the application is recommended for approval.

OUTLINE OF CONCEPT

Definition of an Eco-Park

1.4 It is a collection of wildlife and activity areas within an attractive natural setting. The Eco-Park is created at the outset with the objective of combining wildlife and activity areas. The Eco-Park will include native woodland, naturalised wetland, water features, wildflower areas and the replication of a geological outwash landscape.

1.5 The Eco-Park will be developed and managed in a sustainable way. Construction materials will be from sustainable /recycled sources and solar/wind power will be used as well as energy conservation wherever possible.

1.6 Activities within the site are generally self explanatory, however the new outdoor game "Footeegolf" is a dominating feature, which may need some clarifying. The applicant has written that "Footeegolf is a new game to this country that combines the best of football and golf". A ball is kicked from a tee to a green to a bowl. There will be ten holes providing a challenge on every hole. The holes are largely grassed areas of lengths that vary between 70 and 100 metres and incorporate varying landforms and shapes. These landforms are essential for the playing of the game.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Air safeguarding Air Field safeguarding 0175

City Boundary York City Boundary 0001

DC Area Teams West Area 0004

2.2 Policies:

CYGB13
Sports facilities outside settlements

CYGP4A
Sustainability

CYGB1
Development within the Green Belt

3.0 CONSULTATIONS

INTERNAL

3.1 Highway Network Management - No Objections subject to a section 106 agreement which shall include funding for the following:-

- * New pedestrian crossing facilities to be formed at the junction of Manor Heath and Hallcroft Lane.
- * New pedestrian/cycle crossing point on Manor Heath east of the main access.
- * Provision of a new 2 metre wide footpath on the south side of Manor Heath between the proposed access and the existing bus layby.
- * The extension of the existing 30 mph speed limit on Manor Heath to the A1237 to include the new access.
- * The trimming of foliage to the west of the proposed access within the highway embankment to a height maintained at less than 1.05 metres.

Conditions have also be Included.

3.2 City Development - No Objections.

3.3 York Consultancy (Drainage) - No Objections - Condition Included.

3.4 Environmental Protection Unit - No Objections - Informative Included.

The Environmental Protection Unit considered Air Quality, Noise, Contamination, Lighting, Water Supply and Construction Issues.

3.5 Design, Conservation and Sustainable Development (Landscape Architect) - No Objections

A condition should be included to ensure the following are agreed in writing prior to the commencement of development.

- Details of existing and proposed levels.
- A detailed landscape scheme and management plan.
- A phased programme of works in order to keep disturbance of construction works to a minimum.

EXTERNAL

3.6 Highway Agency - No Objections.

3.7 Environment Agency - No Objections - Condition Included.

3.8 Copmanthorpe Parish Council - Broadly Support the Application, however raised the following concerns.

- * Concerns about Access and Egress of Traffic.
- * Vehicle Speeds in the Area.
- * Traffic Volume.
- * Access concerns for Cyclists and Pedestrians.
- * Public Transport Issues.
- * Site Security.
- * Impact on the Green Belt.

3.9 18 letters of comment and objection have been received in response to the applicants proposals. The letters raise the following comments and concerns.

- * Increased Traffic and Noise.
- * No safe access for Cyclists and Pedestrians.
- * Flooding.
- * Lack of Parking.
- * Security Issues.
- * Concerns about Mud on the Roads.
- * What would happen if the scheme was to fail.
- * Safety Issues Relating to the Ponds.
- * Concerns about anti social behaviour.

4.0 APPRAISAL

KEY ISSUES

- * Policy Context
- * Visual Impact
- * Sustainability
- * Highway Issues
- * Landscaping
- * Education and Eco-Café.
- * Sustainability
- * Soil Importation

4.1 GP4a "Sustainability" Policy GP4a: Sustainability

Proposals for all development should have regard to the principles of sustainable development as summarised in criteria a to i below.

All commercial and residential developments will be required to be accompanied by a sustainability statement. The document should describe how the proposal fits with the criteria listed below and will be judged on its suitability in these terms.

Development should:

- a) provide details setting out the accessibility of the site by means other than the car and, where the type and size of the development requires, be within 400m walk of a frequent public transport route and easily accessible for pedestrians and cyclists;
- b) contribute toward meeting the social needs of communities within City of York (including, for example, housing, community and recreational facilities, car clubs, recycling facilities and communal laundry blocks) and to safe and socially inclusive environments;
- c) maintain or increase the economic prosperity and diversity of the City of York and maximise employment opportunities (including supporting local goods and services providing training and employment for local unemployed and young people);

- d) be of a high quality design, with the aim of conserving and enhancing the local character and distinctiveness of the City;
- e) minimise the use of non-renewable resources, re-use materials already on the development site, and seek to make use of grey water systems both during construction and throughout the use of the development. Any waste generated through the development should be managed safely, recycled and/or reused. The whole life costs of the materials should be considered;
- f) minimise pollution, including that relating to air, water, land, light and noise;
- g) conserve and enhance natural areas and landscape features, provide both formal and informal open space, wildlife areas and room for trees to reach full growth;
- h) maximise the use of renewable resources on development sites and seek to make use of renewable energy sources, such as heat exchangers and photovoltaic cells;
- i) make adequate provision for the storage and collection of refuse and recycling.

4.2 GB1 - Development in the Green Belt: states that planning permission within the Green Belt will only be granted where:

- a) the scale, location and design of such development would not detract from the open character of the Green Belt; and
- b) it would not conflict with the purposes of including land within the Green Belt; and
- c) it would not prejudice the setting and special character of the City of York

AND it is for one of the following purposes:

- * agriculture and forestry; or
- * essential facilities for outdoor sport and outdoor recreation; or
- * cemeteries; or
- * limited extension, alteration or replacement of existing dwellings; or
- * limited infilling in existing settlements; or
- * limited affordable housing for proven local needs; or
- * limited infilling or redevelopment of existing major developed sites; or
- * minerals extraction, provided high environmental standards are attainable;
- * or highway works or other essential operations including waste disposal;
- * or park and ride facilities; or
- * reuse of existing buildings.

All other forms of development within the Green Belt are considered inappropriate. Very special circumstances will be required to justify instances where this presumption against development should not apply.

4.3 Policy GB13 - Sports Facilities Outside Settlement Limits states that within the Green Belt or open countryside proposals for the development of essential ancillary facilities for outdoor sport or recreation will be permitted where:

- a) the facilities are essential to support the outdoor provision; and
- b) the facilities are kept to a scale consistent with the requirements of the outdoor recreational activity; and
- c) there are no opportunities to provide the built facilities in adjacent settlements; and
- d) any new buildings or structures and associated parking do not detract from the openness of the Green Belt or open countryside or result in the coalescence of settlements; and
- e) the proposal will not compromise grades 1,2 or 3a agricultural land.

Proposals for non-essential facilities even if they are considered to complement the principle outdoor activity (e.g. additional function rooms, indoor leisure) are inappropriate developments. In such cases the applicant would be required to demonstrate very special circumstances to justify why the presumption against development should not apply.

The proposed site is rated as grade 3b agricultural land.

4.4 PPS1 - Delivering Sustainable Development (Paragraph 1) states that good planning contributes towards environmental protection. Paragraph 19 states that planning authorities should seek to enhance the environment as part of development proposals.

4.5 Planning Policy Guidance Note 2 'Green Belts' sets out the purposes of including land within Green Belts and establishes specific categories of development that are appropriate within Green Belts. All other development is deemed inappropriate and therefore harmful to the Green Belt. For such development to be acceptable in Green Belts very special circumstances must be demonstrated to show that the harm is outweighed by other considerations. Policy E8 of the North Yorkshire County Structure Plan establishes a Green Belt around the City of York and Policy E9 states that planning permission will only normally be granted for the change of use or redevelopment of existing buildings in connection with agriculture, outdoor sport, cemeteries or large institutions and 'other uses appropriate in a rural area'. The boundaries of the Green Belt are detailed on the Proposals Map of the City of York Local Plan Deposit Draft (CYLPDD) and this site clearly falls within the Green Belt.

4.6 Planning Policy Statement 7 "Sustainable Development in Rural Areas" sets out the Government's planning policies for rural areas, including country towns and villages and the wider, largely undeveloped countryside up to the fringes of larger urban areas.

4.7 Planning Policy Statement 9 "Biodiversity and Geological Conservation" sets out planning policies on protection of biodiversity and geological conservation through the planning system..

VISUAL IMPACT

4.9 The outer appearance of the site has been designed to integrate with the broader landscape. Consequently the boundary of the site will be defined by hedgerows backed by blocks of woodland that from outside the site would look similar to blocks of woodland near Poplar Lodge Farm and Hags Wood.

4.10 Within the site the imported sub soil will be graded to form a series of gentle mounding to a maximum height of 4.2 metres, that are characteristic of the broader landscape. The mounds will integrate clearly engineered landforms associated with the road interchange. The pattern of landforms necessary for the footgolf course, wetlands and lakes form a series of interlocking shapes which maximise the proposed south/southwest facing slopes.

4.11 The village of Copmanthorpe is set below the application site, with the properties on Manor Heath located approx. 265 to 280 metres from the eastern boundary of the application site. Views from the aforementioned properties will be of an inclining landscape with the proposed hedging and associated tree planting being the only real visual barrier to the existing views. Although views of the agricultural landscape will be lost the introduction of a more diverse landscape feature is not considered to represent any harm to the amenities currently existing to the properties on Manor Heath.

4.12 The Manor Heath/A64 junction offers the most obvious vantage points and as the proposals are considered to be an appropriate development within the designated Green Belt the visual impact from these more elevated position is considered to be negligible.

SUSTAINABILITY

4.13 The following sustainable principles and practices will be adopted by the Eco-Park:-

- * eco-centre constructed from locally grown timber from sustainable sources.
- * High levels of insulation, maximization of natural ventilation to reduce running cost of the building.
- * Solar Panels and Wind Turbines to be used as energy sources (investigations to be made into geo-thermal sources).
- * Self contained underground package treatment plant for the eco-centre, reed planting used to filter outflow, which allows recycling into the fishing lake.
- * Structural walls created by rammed earth taken from the site.
- * Eco-centre has a green roof planted with low growing rosette forming wildflowers.
- * Use of eco-friendly paints, energy efficient light bulbs, low energy white goods and reclaimed materials where ever possible.
- * Grey water discharged through a reed bed for use on the site.
- * Efforts made to minimise the use of herbicides.
- * Grassed areas cut to a height of 50mm to eliminate the need for watering.
- * Recycling and composting of all biodegradable waste.
- * Encourage wildlife habitats and wildlife sustainability (introducing bat boxes and bird boxes).

* Inclusion of a detailed management plan to minimise disruption to the site.

4.14 Cumulatively the applicants proposals appear to meet all the requirements of Local Plan Policy GP4a and represent greater benefit to the environment than the site as existing.

HIGHWAY ISSUES

4.13 The application is supported by a transport impact assessment report which indicates that a total of 250 vehicles per day are expected to be generated by the various activities proposed. Access to the development is to be obtained from an existing field entrance off Manor Heath which lies immediately before the start of the existing residential properties. This is already of a good quality flexible construction and is capable of accommodating two-way vehicle movements.

4.14 An examination of the performance of the two nearby junctions of Hallcroft Lane/Manor Heath and Manor Heath/A64 Slip Road has been undertaken in the post development situation and these show no significant deterioration in performance with a maximum 5% increase in traffic during the peak weekday and weekend periods.

4.15 The proposed access lies just within a derestricted length of Manor Heath but close to the start of the 30mph restriction. Whilst a speed survey currently indicates a mean speed of around 29mph, it is recommended that the 30mph restriction is extended beyond the new access as far as the A64 slip road. This would be included within any Section 106 agreement.

4.16 The site is currently served by the 30 minute frequency Coastliner service which operates between Leeds and the East Coast. There are bus stops already situated either side of the proposed access. A new footpath linking the new access point to the bus lay-by will be provided along southern side of Manor Heath, to accommodate the additional passengers likely to be generated. In conjunction with the aforementioned improvements dropped kerbs and tactile paving across Manor Heath, east of the main access point will be provided linking the existing Manor Heath footway, the eastbound bus stop and also the A64 pedestrian /cycle route.

4.17 The applicant has indicated that a total of 40 car parking spaces are to be provided to meet customer needs (including 3 disabled spaces). Given the unique nature of the development, it is difficult to make an assessment of the likely parking needs, but if demand proves to outstrip supply there is the opportunity to expand such provision.

4.18 A coach "dropping off" and "turning point" is proposed to the west of the main access point, this facility allows coach parties to be dropped off and picked up safely, without any hindrance to the traffic on Manor Heath. To mitigate any visual impact coaches will depart from the site following a drop off and utilise longer stay parking facilities within the college campus.

4.19 A pedestrian and cycle access has been provided from Colton Road into the south eastern corner of the site. Colton Road does not carry the same amount of traffic as Manor Heath and this amendment offers a much safer access point.

LANDSCAPING

4.20 The existing landscape is very ordinary, in that it has no outstanding landscape features. There are long distance views with an 'empty' foreground. The shelterbelt between Poplar Lodge and Bilbrough Lodge can be discerned on the horizon. The belt of land immediately west of Copmanthorpe is intensely cultivated with a distinct lack of hedgerows dissecting it. The proposal would result in reduced long distance views from Manor Heath, however views would be improved with the introduction of hedgerows and woodland blocks in the middle-ground. The intervening field creates some mitigating distance between the development and the properties on Manor Heath by retaining an open foreground.

4.21 The landscaping will be characterised by native woodland planting e.g. Common oak, Sessile oak, Ash, Birch, Field Maple, Hawthorn, Holly and Hazel, mixed hedgerows and shelter belts, woodland flora, shrubs, wildflower meadows, grassed areas and wetlands. The fishing lakes will have an intensified usage however they will be appropriately landscaped, with the space between fishing pegs providing additional wildlife habitats. All landscaping features can be viewed from the proposed hides and mixed used trails that both skirt and infiltrate the site.

4.22 Concerns have been raised by objectors regarding the sites future should the footeegolf concept prove to be unviable. It would be the intention of Askham Bryan College to continue the Eco-Park usage, with the footeegolf provision being left to re-establish itself naturally. With limited management the footeegolf facility would only take a few years to look convincingly natural. This concept and provision already exists at Rudding Park Golf Club near Harrogate.

4.23 The applicant has indicated that all hedging will be introduced early to maximise the establishment time, hedging will be bolstered by semi mature tree planting. The proposed planting and its subsequent management will be secured by condition. The hedging will be dominated by ancient hedgerow species all of which provide excellent natural security.

4.24 A maintenance and management scheme for all the aforementioned landscape components has been submitted. The maintenance and management techniques have been selected for their proven success at creating, establishing and maintaining a suitable landscape. All the chosen procedures advocate a "wildlife friendly" approach. A condition has been included requiring the written approval of a detailed landscaping scheme, this will also include the maintenance and management timetable and the proposed phasing.

4.25 The proposed education centre is low (height ranging from 1.9 to 3.3 metres) (external footprint measurements 18 metres x 8 metres) and should be viewed in the context of the overall scheme. It is considered to sit comfortably in the landscape, at a considerable distance from any dwellings, without disrupting the overall broad views of the new landscape.

EDUCATION CENTRE/ECO-CAFÉ

4.26 The farm shop element of the proposed education centre is not strictly compliant with Policy GB1 of the Local Plan as it does not provide a service directly related to outdoor sport or outdoor recreation, therefore special circumstances for its inclusion must be considered. The applicant has addressed this issue and the special circumstances are summarised below.

4.27 The building will be used by Askham Bryan College to:-

- * Demonstrate sustainable practices and the principles and practices of biodiversity.
- * Improve energy awareness including its production by a variety of means e.g wind, solar, photo-voltaic cells, heat pumps, bio-mass and extraction of heat from the lake.
- * Educate on Recycling and Water Management.
- * Educate on woodland, hedgerow, meadow and wetland management.

4.28 The Café/shop retail area within the Education centre is seen to be important for a number of reasons. It provides a teaching facility to allow students from a number of courses to gain experience the retail end of food production. This will include food selection, storage, preparation and display with all the associated health and hygiene considerations. Askham Bryan College is currently a Centre of Excellence for Food and Technology and this facility will provide invaluable opportunities to experience food served in a shop/ café environment.

4.29 The shop will have a floor space of 15sqm and is considered to be of a modest size and scale, however it is adequate enough for Askham Bryan College to demonstrate all the important principles of retailing.

4.30 The Café will enable visitors to learn more about food nutrition, healthy eating and the benefits of eating locally grown seasonal produce, with details displayed and included in information material.

4.31 The Local Planning Authority consider the provision of a café as being essential, as it promotes social engagement/inclusion, increases the sense of society and will significantly increase the popularity of the site for mothers and children, families and single parents. This will in turn bring them into the Eco-Park where they could use the out door facilities, gaining the health benefits as well being exposed to learning opportunities.

SOIL IMPORTATION

4.32 The applicant has been in consultation with the Environment Agency's contaminated land officer with regard the importation of soil to the site. It has been estimated by the applicant that about 150,000 cu.m of inert sub soil will be imported to the site with possible sources being identified as York University, York College, M1/A1 improvements and developments at Thorpe Arch. This equates to a total of about 20,000 lorries over a two year build period, approx 40 lorries per day depending on the availability of materials. The scheme has gained the support of the Environment Agency and the granting of permits would be forthcoming following the

granting of an approval. During the commencement of works the Environment Agency would put in place their standard monitoring regimes including regular site visits.

4.33 The practices associated with the movement of the inert sub soil obviously increase the chances of mud and detritus creating a hazard on nearby roads. A condition to mitigate this impact has been included (HWAY31) and the applicant has identified an level area close to the main access/exit point where a wheel cleaning facility could be constructed.

5.0 CONCLUSION

5.1 The proposed eco-park is considered to be an appropriate form of development within the designated Green Belt. In terms of design, the proposed topography, site layout and landscaping, all combine to provide significant interest to this low grade agricultural land, for wildlife, recreational users and other countryside users.

5.2 The development will have little impact upon the amenity currently enjoyed by the village of Copmanthorpe as a whole or the residents of neighbouring properties, in particular those on Manor Heath.

5.3 An additional condition required to secure the implementation of the highway safety measures outlined in paragraph 3.1 will be reported to members verbally at the committee meeting.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Approve

1 TIME2 Development start within three years

2 The development hereby permitted shall be carried out only in accordance with the following plans and other submitted details:-

ABC/EC/Plans/001 - Education Centre and Cafe Plans.

ABC/T+A/001 - Traffic and Access Plan.

ABC/EC/SP/001 - Site Plan.

ABC/EC/SSe/001 - Indicative Site Sections.

ABC/EC/SP/02 - Detailed Site Plan.

ABC/EC/PP/002 - Indicative Planting Plan.

or any plans or details subsequently agreed in writing by the Local Planning Authority as an amendment to the approved plans.

Reason: For the avoidance of doubt and to ensure that the development is carried out only as approved by the Local Planning Authority.

3 No development shall take place until there has been submitted and approved in writing by the Local Planning Authority a detailed landscaping scheme which shall illustrate the following:-

- * Details of existing and proposed levels.
- * Detailed landscape scheme showing number, species, height and position of trees, hedges and shrubs and a management plan.
- * A phased programme of works in order to keep disturbance of construction work to a minimum.

Reason: So that the Local Planning Authority may be satisfied with the variety, suitability and disposition of species within the site.

- | | | |
|---|--------|------------------------------------------|
| 4 | NOISE8 | Restricted hours of work |
| 5 | HWAY18 | Cycle parking details to be agreed |
| 6 | HWAY19 | Car and cycle parking laid out |
| 7 | HWAY24 | IN Vehicular visibility splays protected |
| 8 | HWAY31 | No mud on highway during construction |
| 9 | HWAY40 | Dilapidation survey |

10 The development shall proceed in accordance with the approved Flood Risk Assessment received 29 June 2007 incorporating the accepted mitigation measures into the construction and management of the development.

REASON: To minimise the impacts of flooding.

11 Notwithstanding any proposed materials specified on the approved drawings or in the application form submitted with the application, samples of the external materials to be used to construct the eco-centre shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development. The development shall be carried out using the approved materials.

Reason: So as to achieve a visually cohesive appearance.

12 The results of an assessment of the contamination status of any material or soil to be used on the site shall be submitted to and approved by the local planning authority in writing prior to the importation of any materials and soils from each individual source onto the site.

Reason: To protect the health of users of the eco-park

13 Prior to the commencement of any development on the site a management plan for the routing of construction vehicles shall be submitted to and approved in writing by the local planning authority. The aim of the plan shall be to ensure that vehicles access the site via the A64 and not through nearby villages and shall detail

matters such as instructions to drivers, signage and measures to ensure adherence to the approved plan.

Reason: In the interest of the amenities of the residents of Copmanthorpe and other nearby villages and in the interests of highway safety.

14 Prior to the commencement of the relevant part of the development full details of the items listed below shall be submitted to and approved in writing by the Local Planning Authority and the works shall be carried out in accordance with the approved details.

- a) children's play area
- b) bird hides
- c) fitness trail obstacles
- d) zip slide
- e) skate board area
- f) windmill

Reason: So that the local planning authority shall be satisfied with these details in the interests of the openness and visual amenity of the green belt.

15 Prior to the first use and occupation of the development and/or prior to the commencement of the relevant part of the development full details of security and crime prevention measures for the site including any fencing and gates shall be submitted to and approved in writing by the local planning authority and the works shall be carried out in accordance with the approved details.

Reason: So that the local planning authority shall be satisfied with these details in the interests of the openness and visual amenity of the green belt and in accordance with policy GP3 of the Development Control local plan and Government Circular 5/94 (Planning Out Crime) which seek to reduce the opportunities for crime.

7.0 INFORMATIVES: Notes to Applicant

1. Demolition and Construction - Informative

If, as part of the proposed development, the applicant encounters any suspect contaminated materials in the ground, the Contaminated Land Officer at the council's Environmental Protection Unit should be contacted immediately. In such cases, the applicant will be required to design and implement a scheme remediation to the satisfaction of the Local Planning Authority. Should City of York Council become aware at a later date of suspect contaminated materials which have not been reported as described above, the council may consider taking action under Part IIA of the Environmental Protection Act 1990.

The developer's attention is drawn to the various requirements for the control of noise on construction sites laid down in the Control of Pollution Act 1974. In order to ensure that residents are not adversely affected by air pollution and noise, the

following guidance should be attached to any planning approval, failure to do so could result in formal action being taken under the Control of Pollution Act 1974:

1. All demolition and construction works and ancillary operations, including deliveries to and despatch from the site shall be confined to the following hours:

Monday to Friday	08.00 to 18.00
Saturday	09.00 to 13.00
Not at all on Sundays and Bank Holidays.	

2. The work shall be carried out in such a manner so as to comply with the general recommendations of British Standards BS 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".

3. All plant and machinery to be operated, sited and maintained in order to minimise disturbance. All items of machinery powered by internal combustion engines must

be properly silenced and/or fitted with effective and well-maintained mufflers in accordance with manufacturers instructions.

4. The best practicable means, as defined by Section 72 of the Control of Pollution Act 1974, shall be employed at all times, in order to minimise noise emissions.

5. All reasonable measures shall be employed in order to control and minimise dust emissions, including sheeting of vehicles and use of water for dust suppression.

Wheel washing and road sweeping should also be employed to prevent build up of deposits on the public highway.

6. There shall be no bonfires on the site

7. Construction traffic should be routed in and out of the site via Manor Heath and the A64 / A1237. It should not be allowed passage via Hallcroft Lane / Top Lane or any other primarily residential area of Copmanthorpe.

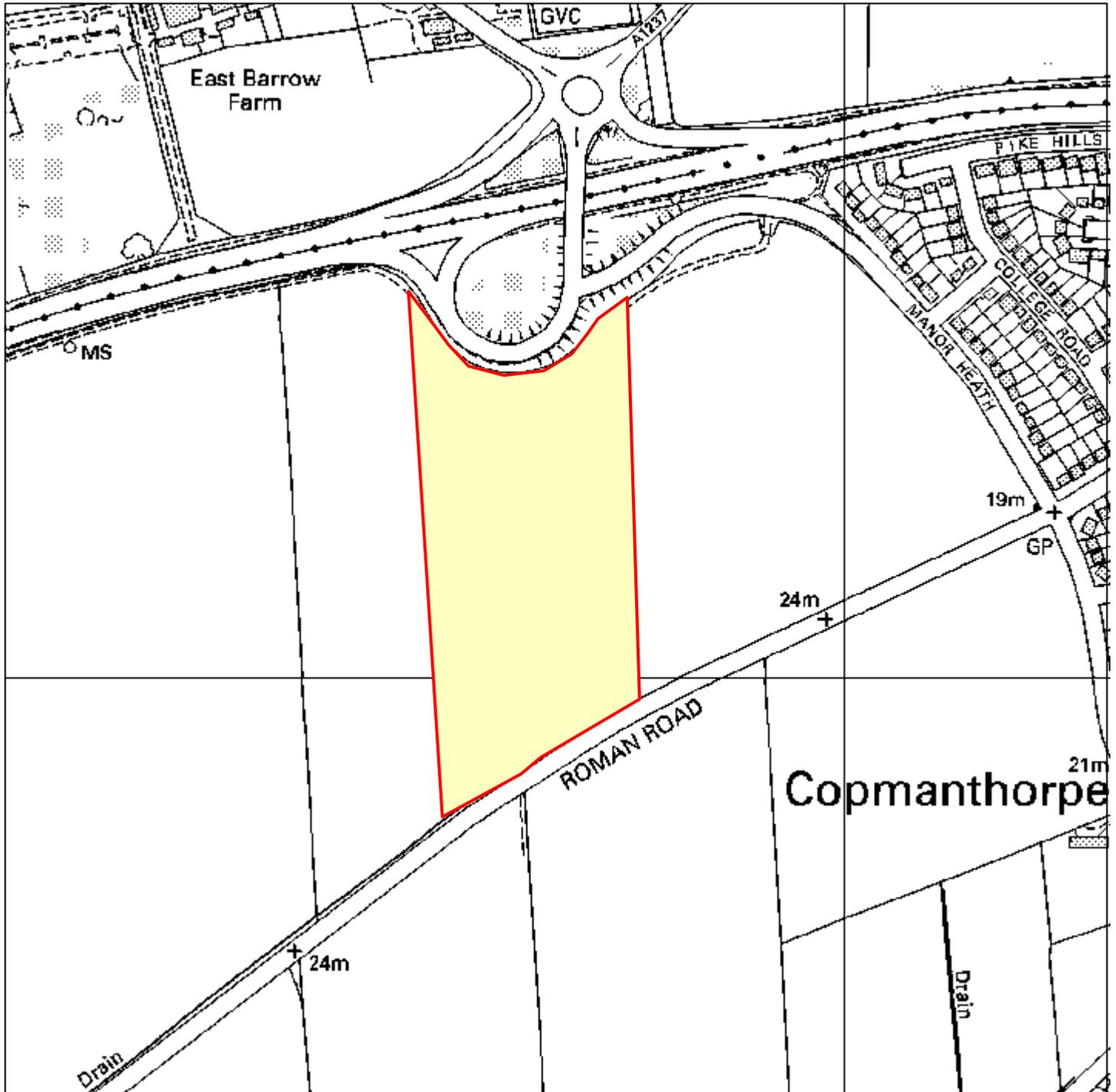
Contact details:

Author: Richard Mowat Development Control Officer

Tel No: 01904 551416

Land West of Manor Heath, Copmanthorpe

Ref 07/01319/FULM



Scale : 1:5000

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Organisation	City of York Council
Department	Development Control
Comments	Application Site
Date	17 September 2007
SLA Number	

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COMMITTEE REPORT

Committee: Planning Committee **Ward:** Wheldrake
Date: 27 September 2007 **Parish:** Wheldrake Parish Council

Reference: 07/01649/FULM
Application at: OS Field 8800 Church Lane Wheldrake York
For: Change of use from agricultural land to allotment gardens including associated sheds, new vehicular access, car parking, composting toilet and community equipment store
By: Chris Thackray
Application Type: Major Full Application (13 weeks)
Target Date: 15 October 2007

1.0 PROPOSAL

1.1 This application relates to the use of 2.14 Ha (5.3 acres) of land as an allotment site.

1.2 The site is located on the east side of Wheldrake village. It is bounded by Church Lane and Thorganby Lane to the north and east, by a residential property and open fields to the west and an access serving Wheldrake Hall Farm to the south. The land is currently an arable field.

1.3 The proposal, which has been amended since first submission, is to construct a new vehicular access from Thorganby Lane to serve the site, provide car parking for 12 vehicles and internal access roads, compost toilet (6 foot by 4 foot shed) and community equipment store (10 foot by 8 foot shed). The sub-division of the site into allotment plots consisting of 23 full plots and 36 half plots. The proposal includes the construction of 40, 6 foot by 4 foot sheds being one shed per two half plots and one shed per full plot (no shed is proposed on the full community plot). Pedestrian access to the site will be via an improved existing pedestrian access from Church lane. Cycle racks are to be provided close to the pedestrian access. Copies of a tenancy agreement to be used for the letting out of the allotment plots and a constitution have also been submitted with the application.

1.4 A site visit is proposed because there are objections to the application and the application is recommended for approval

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

City Boundary York City Boundary 0001

DC Area Teams East Area (1) 0003

2.2 Policies:

CYGP1
Design

CYGB1
Development within the Green Belt

3.0 CONSULTATIONS

3.1 Internal

Highway Network Management - Commenting on the original details states the overall proposal is difficult to categorise and whilst it may have sound ecological and social qualities it does nevertheless raise a number of highway issues:-

Traffic- no estimate of type number or frequency is included

School plot - concerned about how children will come to and use the site.

The village sign obstructs visibility at the access traffic speeds the site is outside the 30MPH speed limit

Access improvement would need conditioning

Comments on amended plans:-

The vehicle entrance has now been re-located around the corner onto Thorganby Lane (continuation of Church Lane) on the Eastern side of the site. There are no objections to this new location subject to relevant standard highway related conditions being applied to any permission granted regarding the construction, dimensions, sightlines etc. It is noted however that a shallow ditch fronts the site at this location; the relevant drainage authority should be consulted as to their requirements regarding the bridging of the ditch.

The pedestrian / cycle entrance is being retained in the original location. Full details of its design and location will be needed by condition. There are currently proposals to extend and improve the street lighting network in Church Lane. It is thought probable that the pedestrian entrance can be incorporated into this but the entrance will need to be moved to as near the limit of the western extent of the boundary as possible. It is a further recommendation that the 30m.p.h. limit be extended to include the entrance and it is probable that this too can be achieved by simply moving the signs to the appropriate positions since with street lighting in position the procedure and expense involved in a variation in traffic regulation orders will not be required.

Because the school is not now having a plot, the prospect of many schoolchildren en masse to the site is removed and accordingly the need to widen the existing Church Lane footway,, is no longer considered necessary. Improvements at the crossing point to the entrance will still be necessary though but these can be included in the design detail condition for the entrance itself.

Details will be required of the cycle rack. Approximately half of the plots are shown to have sheds, therefore a general provision for 24 cycles is considered adequate but for convenience it is recommended that this be by way of, say, four racks of six covered 'Sheffiled' stands each, in diverse locations. The new layout results in direct vehicular access being apparently available to approximately only one third of the plots, and it is queried how the "land-locked" plots are to be accessed by both vehicle and foot/cycle.

The overall on-site car parking block of twelve places at the entrance and a useable spine road of a nominal width of 5m is probably adequate, but it is considered that "overspill " facilities be available in the community areas for instance to avoid the possibility of cars having to park outside of the site on the public highway.

Any vehicles associated with organised social events as mentioned in the association rule book must be accommodated within the site and not spill over onto the public highway; the use of the site for public occasions has obvious greater highway implications especially in terms of traffic as. Despite the parochial nature of the application site, "public events" could be attended by visitors from outside the immediate area.

There is no mention of any servicing requirements for the site and the need to accommodate occasional larger vehicles such as bin wagons.

it is recommended that Conditions be attached to any permission to ensure that the car park is properly surfaced, the details of the pedestrian access and cycle parking are implemented to highways specification and that the construction of the access over the ditch is carried out in an appropriate manner.

Allotments Officer - fully supports the Wheldrake Community Allotments Association's plans for this site and makes the following points:-

The group have good local support and appear to have thought through issues such as access, impact on neighbouring properties and green belt character.

The plans do not include any land drainage but as the land has been used for arable crops and is on the naturally well drained moraine, extra drainage doesn't appear to be necessary.

As the entrance is just outside the 30mph speed limit and in a bend of the road, it would be safer if the speed restriction could be extended beyond the gateway and a concealed entrance sign installed, for traffic approaching from Thorganby.

The Committee would really like to be able to offer tenants the choice of a limited range of subdued colours for staining their sheds, rather than restricting them all to brown but were advised that a single colour would be more acceptable in planning terms.

Additional comments on amended plans:-

The number of sheds is appropriate to the number of plots on the site. By comparison with other York allotment sites, it is likely that only half the tenants will choose to install a shed in the first year.

Having a compost toilet on site would encourage some people who might otherwise drive to the site, to consider travelling by foot or bike. Tenants on other sites have told me that they drive so that they can 'pop home' easily. Hempland Lane allotment association have recently installed a compost toilet and could advise on details, once WCAA reach this stage.

Storing shared equipment on site, in the community equipment store, could also reduce vehicle journeys.

The constitution of WCAA was based on models used by existing York allotment associations.

The Draft Tenancy Agreement mentioned is closely modelled on the agreement used for City of York allotment sites. Additional clauses have been added in the interests of good management, given the special circumstances of this site.

The Hedging Strategy looks well thought out.

The association will need to make clear to tenants that the central access road is for deliveries only and that cars should all be left in the car park. If this road is seeded with grass it will encourage tenants not to drive on it while the grass establishes.

The shed type proposed by the association is a good specification at a reasonable price.

Involvement of schools in allotment sites is problematic due to school holidays coinciding with the peak growing season. The inclusion of community areas means that the allotment site will potentially be an educational resource for school visits, without the school needing to take on the responsibility of their own plot. The proposed mix of full and half plots looks appropriate to the mixed gardening community to be found on most allotment sites now.

Environmental Protection - The Environmental Protection Unit have concerns with this application regarding contaminated land. Due to the creation of a sensitive end-use, in the form of allotments, the 4 point contaminated land condition is requested. The site investigation should look at the historic use of the site and also take into account the current and historic off-site activities that could affect the proposed end-use.

3.2 External

7 letters of objection have been received to the original proposal covering the following points:-

- devaluation of property
- increase in traffic in an area which is already a dangerous traffic hazard due to the sharp bend in the main road
- possibility of overflow traffic into Blue Slates close as the car parking proposals look inadequate
- the possibility of the increase in vermin
- possibilities of smoke and smell to the houses in close proximity to the proposed plots
- What controls are in place to ensure the site does not become an unsightly mess
- there is no provision for footpath access from the village
- highways should be consulted
- There is no mention of toilet facilities
- there is no mention of site controls
- no detail with regard to live stock
- no mention of voluntary controlling covenants
- The number of sheds will be an eyesore
- No mention of whether the allotments are to be used for commercial use
- people should use their own gardens to grow vegetables
- What is the community area
- not sure if the sheds are to be regulated this raises issues of tidiness
- The allotments should be located north of the village on Broad Highway
- The school and community areas are to make the site look more inclusive
- The nursing home want a plot because they have exploited their site with too many extensions

- The boundary west of the site should be improved and maintained
- suitable restrictions should be placed on noise from garden machinery and radios and on the lighting of bonfires
- restrictions should be placed on the quantity and type of livestock to be kept at the site

Any additional comments received as a result of the amended plans will be reported direct to Committee.

3.3 Publicity

The application is classed as a major proposal because of the site area. the application has been advertised in the paper. This advert does not expire until the 3rd October 2007. A site notice has been placed at the site, this expired on the 14th August 2007. Properties adjacent to the site were notified of the application and objectors were re-notified on the amended proposals. The letters on the amended proposals expire on the 24th September 2007.

4.0 APPRAISAL

4.1 Key Issues:-

- Policy background
- Consideration of green belt and rural location issues
- Highways issues
- Impact on Residential Amenity

4.2 The site is located within the green belt. PPG2 entitled 'Greenbelts' says at paragraph 3.12 'The making of material changes in the use of land is inappropriate development unless they maintain openness and do not conflict with the purposes of including land in the green belt' inappropriate development should not be granted unless there are very special circumstances. In terms of the construction of new buildings in greenbelt these are inappropriate development unless they are essential facilities for out door sport and recreation. Essential facilities should be genuinely required for uses of land which preserve the openness of the green belt and do not conflict with the purposes of including land in it. policy E8 of the North Yorkshire Structure Plan and GB1 of the draft City of York local plan set out similar requirements to PPG2.

4.3 PPS7 'Sustainable Development in Rural Areas' sets out Government objectives for rural areas. One of the objectives is to raise the quality of life and the environment in rural areas through the promotion of thriving, inclusive and sustainable rural communities ensuring people have decent places to live by improving the quality and sustainability of local environments and neighbourhoods

4.4 The definition of open space in PPG17 says that open space should be taken to mean all open space of public value that offers important opportunities for sport and recreation and can also act as a visual amenity. Open spaces that may be of public value are set out in the definition and include allotments. In relation to planning for new open space and sports and recreation facilities, paragraph 26 of PPG17 says that in rural areas those sports and recreation facilities that are likely to attract significant numbers of participants or spectators should be located in, or on the edge

of, country towns. Smaller scale facilities will be acceptable where they are located in, or adjacent to villages to meet the needs of the local community. Developments will require special justification if they are to be located in open countryside, although proposals for farm diversification involving sports and recreation activities should be given favourable consideration. All development in rural areas should be designed and sited with great care and sensitivity to its rural location.

4.5 GP1 of the Draft local plan expects that proposals will respect or enhance the local environment and ensure that residents living nearby are not unduly affected by noise, disturbance, overlooking, overshadowing or dominated by overbearing structures.

Consideration of green belt and rural location issues

4.6 The growing of vegetables is an agricultural activity. The growing of vegetables in an allotment environment involves the formalisation of land into small plots and the construction of infrastructure necessary to accommodate a higher level of site usage, by a number of individuals growing vegetables as a hobby rather than for commercial reasons. This view appears to be supported by the definition of open space within PPG 17 which includes allotments; It is officer's opinion that the proposal represents a change of use of land from agricultural to recreational use. PPG2 says that changes of use are inappropriate development unless they maintain openness and do not conflict with the purposes of including land in the green belt. The five purposes of including land in the green belt are to check the unrestricted sprawl of large built up areas; to prevent neighbouring towns from merging into one another; to assist in safeguarding the countryside from encroachment; to preserve the setting and special character of historic towns; and to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

4.7 The proposal involving the formation of a new vehicular access point, internal access road, pedestrian access, toilet facilities, community store sheds and car parking will add a degree of formality to the site which will be visually discernable from its current agricultural use however the level of works proposed are not considered to be significant or detrimental to the visual openness of the green belt or to undermine the purposes of including land in the green belt. The proposals are not considered to be inappropriate development and therefore do not need to justify very special circumstances.

4.8 The buildings proposed; the 42 sheds (6'by 4' each), the community store and composting toilet, are considered to be compatible with essential facilities required for outdoor sport and recreation as set out in paragraph 3.5 of PPG2. The buildings have been sited to minimise their visual impact and when plants are established within the site many of the buildings will be completely obscured.

Highway issues

4.9 Highways network management has no objections to the siting of the new access or the use of the pedestrian access to the site. The formation of these two accesses can be covered by condition. The real difficulty with the application is trying to assess the level of traffic associated with the use of the site, particularly in relation

to the community plot. The applicant states in the application that it is proposed to open the site to the village twice a year but to open it on a limited basis for the advantage of local groups such as garden societies, women's institutes, church and youth groups. The extent to which these impact on the highway will to a great extent depend on how the site is managed but it is considered that in planning terms these additional activities can be accommodated within the site and can only be beneficial to the community as a whole. In the absence of a formal objection from the highways officer in relation to the community use of the site, I can see no basis to resist the proposal from a highway stand point.

Impact on Residential Amenity

4.10 The nearest property to the site is Lyngarth which is located on the western boundary of the site. The proposals include the improvement of the hedge boundary between the site and this property, this will ensure privacy between the two sites. The access, having been repositioned away from the entrance to Lyngarth will ensure that there is no conflict between vehicular accesses. The allotment tenancy agreement submitted with the application seeks to ensure that each tenant uses their plot in a neighbourly manner. In particular no bonfires are to be lit on individual plots and noise is to be kept to a minimum. With the tenancy agreement in place Officers are satisfied that the proposals will not adversely impact on adjacent residents. The details of the application are considered to comply with the requirements of GP1 of the draft local plan.

5.0 CONCLUSION

The application relates to the establishment of allotment gardens on an existing agricultural field. The site is located within Green Belt. The development is not considered to impact on the openness of Green Belt or undermine the purposes of including land in the Green Belt and therefore the proposals do not constitute inappropriate development . The new buildings are considered to be essential facilities commensurate with those necessary for the allotment use. The details of the application are considered satisfactory and will not, in officer's view ,impact on the residential amenity of adjacent residents or impact on highway safety.

6.0 RECOMMENDATION: Approve

1 TIME2 Development start within three years

2 In the first planting season following the commencement of the development the new and replacement screen hedging detail submitted on the 10th September 2007 shall be implemented to the satisfaction of the Local Planning Authority and thereafter maintained. All losses shall be made good for a period of five years.

Reason: In the interests of visual amenity

3 The development hereby permitted shall be carried out only in accordance with the following plans and other submitted details:-

revised layout plan Drwg no. 1 dated 12th september 2007

shed detail revised plan dated 10th September 2007

New and replacement screen hedging detail dated 10th September 2007

allotment garden tenancy agreement dated 10th September 2007

Wheldrake Community Allotment Association Constitution dated 10th September 2007

or any plans or details subsequently agreed in writing by the Local Planning Authority as an amendment to the approved plans.

Reason: For the avoidance of doubt and to ensure that the development is carried out only as approved by the Local Planning Authority.

4 1. Prior to the development coming into use, the initial area of vehicular access, car parking and "reverse parkway" shall be surfaced, sealed and positively drained within the site. Elsewhere in the site all areas used by vehicles shall be surfaced and drained in accordance with details which have been previously submitted to and approved in writing by the Local Planning Authority

Reason: - to prevent the egress of water and loose material onto the public highway

5 2. Prior to the commencement of the development hereby permitted details, to the specification of the local drainage authority, shall be submitted to and approved in writing by the LPA of the bridging of the drainage ditch fronting the site at the vehicle access point and the development shall not come into use until the ditch crossing has been constructed in accordance with the approved plans

Reason: - to ensure flows are maintained in the surface water drainage system and that such construction is capable of accommodating all vehicles associated with the development

6 HWAY14 Access to be approved, details reqd

7 No barrier or gate to any vehicular access shall be erected within 10 metres of the rear of the verge abutting the site, without the prior written approval of the Local Planning Authority, and shall at no time open towards the public highway.

Reason: To prevent obstruction to other highway users.

8 1. a. A desk study shall be undertaken in order to identify any potentially contaminative uses which have or are currently occurring on the site. This shall include a site description and a site walkover and shall be submitted to and approved by the local planning authority prior to development of the site. Informative: This should, where possible date back to 1800

b. A site investigation shall be undertaken based upon the findings of the desk study. The investigation shall be carried out in accordance with BS10175: Investigation of potentially contaminated land: code of practice. The results of the investigation shall be submitted to and approved by the local planning authority in writing prior to any development commencing on the site.

c. A risk-based remedial strategy shall be developed based on the findings of the site investigation. The remedial strategy shall be submitted to and approved by the local planning authority in writing. The approved strategy shall be fully implemented prior to any development commencing on site. Informative: The remedial strategy shall have due regard for UK adopted policy on risk assessment and shall be developed in full consultation with the appropriate regulator(s).

d. A validation report shall be submitted to and approved by the local planning authority, detailing sample locations and contaminant concentrations prior to any development commencing on site.

Reason: To protect human health and the wider environment.

9 Prior to the commencement of the development details of the colour of the wood stain/wood preserver finish of the sheds shall be submitted to and agreed in writing with, and thereafter maintained to the satisfaction of, the Local Planning Authority.

Reason: In the interests of visual amenity.

7.0 INFORMATIVES: Notes to Applicant

1. REASON FOR APPROVAL

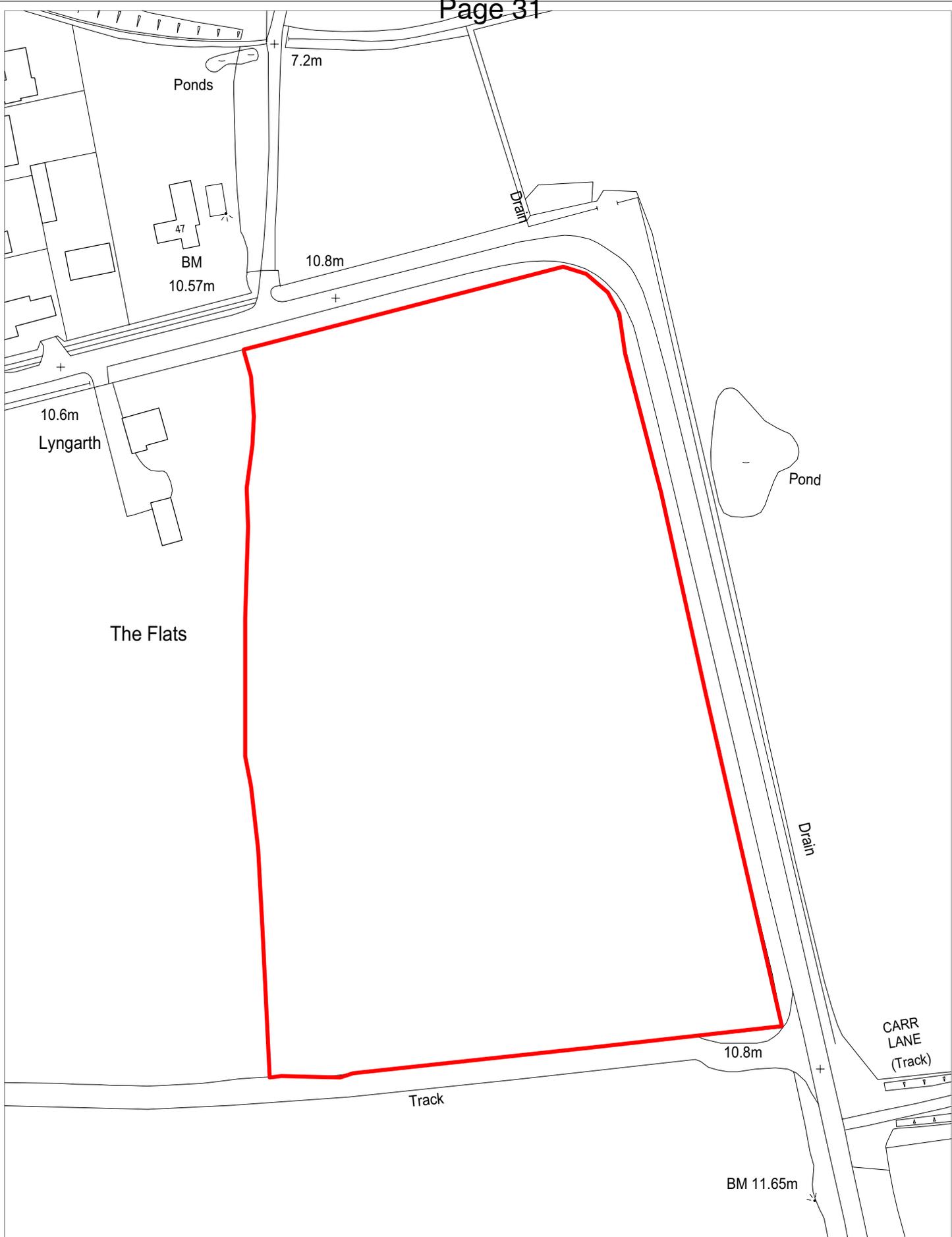
In the opinion of the Local Planning Authority the proposal, subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference to highway safety and residential amenity. Furthermore the development is considered to be compatible with its green belt location. As such the proposal complies with Policy E8 of the North Yorkshire County Structure Plan (Alteration No.3 Adopted 1995) and Policies GB1 and GP1 of the City of York Local Plan Deposit Draft.

Contact details:

Author: Diane Cragg Development Control Officer (Mon/Tues)

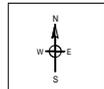
Tel No: 01904 551657

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COUNCIL

OS FIELD 8800. CHURCH LANE, WHELDRAKE - 07/01649/FULM



SCALE 1:1250

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DATE 17/9/2007

Originating Group Project

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COMMITTEE REPORT

Committee: Planning Committee **Ward:** Heworth
Date: 27 September 2007 **Parish:** Heworth Planning Panel

Reference: 06/02234/REM
Application at: Council Depot Foss Islands Road York YO31 7UL
For: Amendment to external appearance of superstore previously approved by reserved matters application (04/03871/REM)
By: Wm Morrison Supermarkets
Application Type: Approval of Reserved Matters
Target Date: 22 December 2006

1.0 PROPOSAL

1.1 This application relating to the Morrisons supermarket at Foss Islands Road seeks to alter the details of external appearance, to conform to that actually built.

Planning History

1.3 In November 1999, an outline application ref 99/02882/GRG4 was submitted (which sought permission for a non food retail park development on a site falling generally within the site of the current planning application but including additional land to the south and excluding certain parcels to the north. At the 2nd March 2000 Planning and Transport Committee, Members resolved to approve the application subject to the referral of the application to the Secretary of State and subject to the signing of a Section 106 Agreement.

1.4 On 28 September 2000, Members approved a revision to the scheme, which involved the re-siting of the restaurant and associated car parking. The application (comprising the revision) was referred to the Secretary of State who confirmed that the application would be left to the determination of the Local Planning Authority. Negotiations relating to the Section 106 Agreement proceeded but were not completed due to the nature of the scheme and the precise site area changing over time.

1.5 A revised outline application (03/00737/GRG4) was submitted in 2003, and planning permission was issued on 9th December 2004 following referral of the application to the Government Office for Yorkshire and Humber, the completion of a Section 106 Agreement. The outline application, which included details of the siting and means of access for consideration at that stage, established the principle of the development and set limitations on the amount of food and non food retail floorspace, as follows:-

- Non-food retail units with a footprint of 6,970 sq m (75,000 sq ft) and gross floorspace of 10,220 sq m (110,00 sq ft)
- A foodstore of 6,718 sq m (82,000 sq ft) for occupation by Morrison Supermarkets, to include a petrol filling station.

- A restaurant of 372 sq m (4,000 sq ft)
- Relocation of Kwik Fit 643 sq m (6,830 sq ft).

1.6 That outline permission was then amended by planning permission 04/04420/GRG4 dated 7th June 2005. This was also a Section 73 application and was sought in order to allow the redevelopment of the site in phases and introduced a phasing condition to allow for this. A number of the other conditions were also amended. A further outline permission was then issued on 2nd September 2005 which further varied condition 4 (non-food sales floorspace be limited) of 04/04420/GRG4.

1.7 A reserved matters application was submitted in December 2004 (04/04381/REM) illustrating the same layout and footprint as that indicated at the time of the outline application, but also including details of the cycle, bus and pedestrian route onto and through the site from Foss Islands Road to the James Street Link Road.

1.8 In July 2006 an application to vary the condition listing the approved drawings of the outline approval was granted 06/00338/GRG3, as was a reserved matters application for the amended details 06/00333/REM. The amendments involved:-

- alterations to the elevations of the Morrisons supermarket.
- incorporation of Homebase to operate from one of the units in the non-food retail park area. This involves the introduction of a garden centre and consequently requires a revised footprint in order to accommodate Homebase's trading requirements.
- a reduction in the size of the petrol filling station canopy and a reconfiguration of the general layout of the area around the petrol filling station.
- minor alterations to the car park layout.

1.9 An amended footprint of the building to reflect the store as built was approved in August 2007. This showed the building closer to the base of the listed chimney. It had been concluded there was no case to refuse the amended siting and take action to reposition the building under construction, given the previous dilapidated structures and plant at its base, and the fact that the previous approval for a superstore showed the chimney within 2 metres and half way along of a side elevation of the store.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

Areas of Archaeological Interest City Centre Area 0006

City Boundary York City Boundary 0001

DC Area Teams Multiple (Spatial)

Floodzone 2 Flood Zone 2 CONF

Floodzone 3 Flood Zone 3

Listed Buildings Grade 2; Chimney At Works Depot Foss Islands Road 0024

2.2 Policies:

3.0 CONSULTATIONS

3.1 INTERNAL.

Highway Network Management - No objections.

Environment Conservation and Sustainable Development - States the corner is now two storeys in height and it steps forward of the store towards the chimney, rather than being recessed to acknowledge its presence and create a more comfortable space for customers around the base. The exact distance between the structures has not been measured on site but the distance between the two structures has at least halved. With such a bulky structure this makes a difference to the setting of the chimney. However:-

- 1) The wider setting of the chimney is better than it was before.
- 2) Delapidated later accretions have been removed from the base of the chimney thereby improving its immediate setting (this was the case before as well).
- 3) The alterations to this corner of the store represent an improvement in the architectural treatment of the store taken on its own merits.

City Development. - No policy issues.

3.2 EXTERNAL

No third party comments have been received in respect of this application for revised appearance.

4.0 APPRAISAL

4.1 Key issues:-

- Impact of amended details upon visual amenity of locality

- Impact of development upon setting of listed chimney tower

POLICY CONTEXT

The most relevant policy context for the consideration of the details submitted is as follows.

4.2 National Planning Policy

PPS1 (Delivering Sustainable Development)) - sets out the Government's objectives for the planning system, promotes sustainable development through the planning system, offers guidance on the seeking to achieve good design to create well mixed and integrated developments.

PPG15 (Planning and the Historic Environment) - Emphasises that new buildings should be carefully designed where they stand along side historic buildings and the principles of scale, height massing and materials need to be taken into account the setting of adjacent listed buildings and ancient monuments.

4.3 Statutory Development Plan

RPG12: Regional Planning Guidance for Yorkshire and the Humber (2001) and Revised Spatial Strategy for Yorkshire and the Humber (2004)

The Guidance provides a framework for strategic planning in the region to 2016. The guidance echoes national planning policy. It sets out locational principles for development and encourages development to be located within urban areas. It reiterates the sequential approach to housing development and provides policy advice on, amongst other planning issues, affordable housing, historic and cultural resources, and development and flood risk

North Yorkshire County Structure Plan : The most relevant for this reserved matters submission are as follows:-

E4 - States that buildings and areas of special townscape architectural or historic interest will be afforded the strictest protection.

Development Plan Town Map 1956 : The approved development plan comprises the 1956 Development Plan Town Map under which the site is allocated for industrial purposes. This Development Plan however is significantly out of date and in accordance with advice in PPG1 the land allocations should be given little weight in the determination of this application.

4.4 Non-Statutory Policy

City of York Development Control Draft Local Plan 2005:relevant policies are as follows:-

GP1 - requires a standard of design that respects the local environment.

GP3 - encourages crime prevention measures in new developments, including natural surveillance of paths and spaces, secure locations for car and cycle parking and satisfactory lighting.

GP4a - states the principles of sustainable development as defined in the policy should be regarded in all development proposals.

GP11 - requires new developments and their open space areas to provide for access and facilities for people with mobility problems as well as carers with children, including parking facilities.

HE2 - states in areas adjoining conservation areas or where the setting of listed buildings, scheduled monuments or nationally important archaeological remains would be affected, development would be expected to respect their settings.

4.5 The changes proposed to the elevations include alterations to the secondary entrance, which is adjacent to the Foss Islands end of the link road and the chimney. The approved scheme shows a single storey entrance lobby with corner of the building cut out to give more space to the base of the chimney. The revised scheme drawings, which illustrate the store as now built, show a 2-storey element on the revised footprint, such that the entrance is closer to the base of the chimney. A hipped roof to match the rest of the roof profile is incorporated. The corner is supported by a pillar. The corner entrance has full height glazing to the 2 sides.

4.6 The amendments to the scheme have few implications for the overall visual impact of the superstore within the locality. The building would be of very similar appearance, except for the corner nearest to the chimney. As stated by the Environment Conservation and Sustainable development, the amendment does in fact improve the architectural treatment of the store as a building.

4.7 In terms of the effect on the siting of the chimney, the amendments reduce the area around its base and bring the now 2-storey corner of the building at this point closer to its base. The eaves line of the store now appears to be just above the pronounced stone coping which terminates the chimney plinth. Whilst the amended height closer to the base of the chimney is less satisfactory than the previous detail, the development still represents an enhancement of the setting of the chimney, and so in planning terms there is no reasonable basis to now refuse the amendment and pursue action to have the building altered to the previous design.

5.0 CONCLUSION

5.1 The amendments to the approved details of the superstore, which conforms to the amended siting, are considered to be acceptable. The store as now built is higher at its closest point to the base of the listed chimney at the site, but the overall

development still results in a significant enhancement of the setting of the chimney over the previous incinerator and civic amenity site. The chimney's value as a landmark building on the York skyline remains undiminished. The other more minor alterations to the building are also considered to be acceptable.

5.2 As the store is now virtually complete, there are no conditions to impose on this application, which seeks approval of the appearance of the building only.

6.0 RECOMMENDATION: Approve

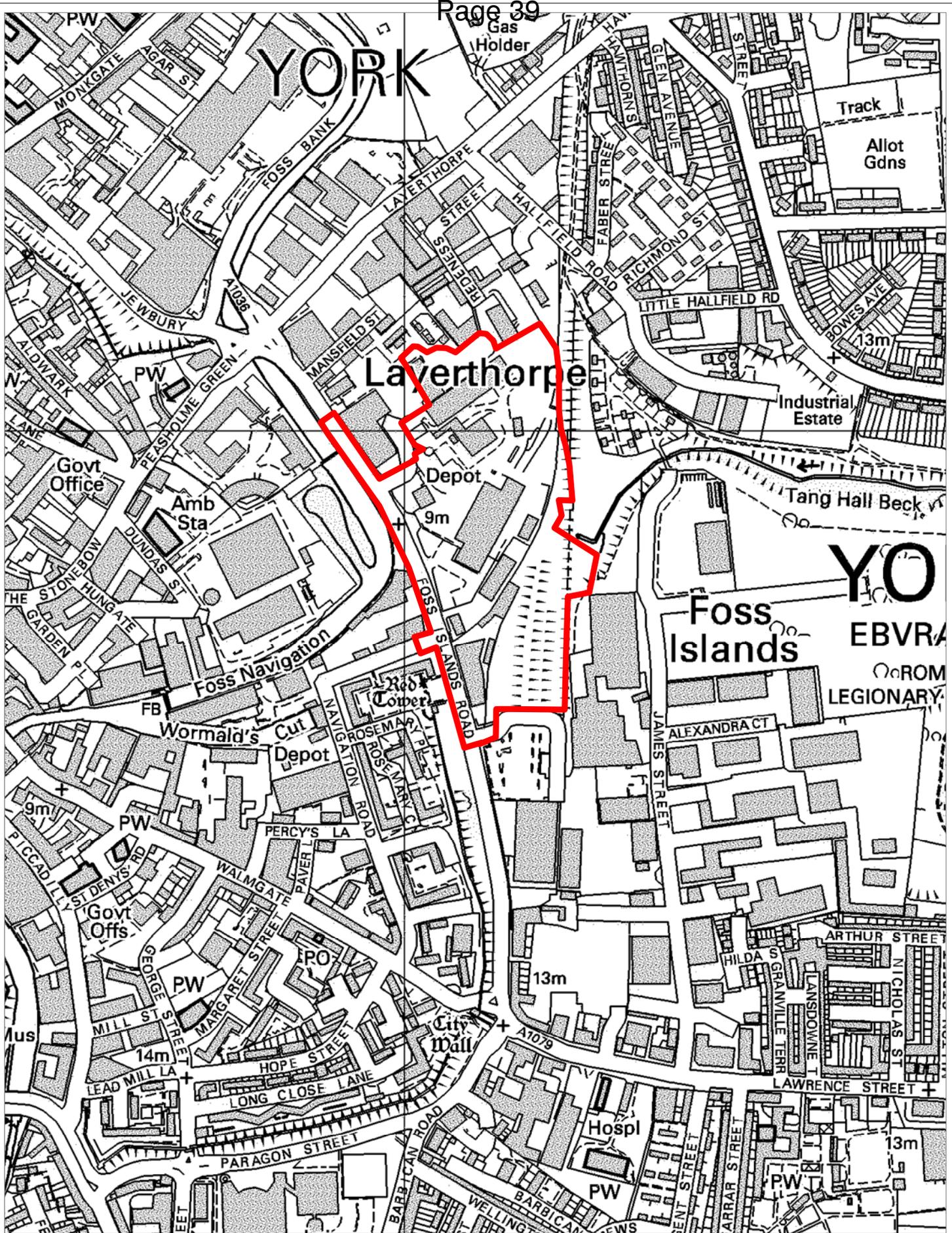
**7.0 INFORMATIVES:
Notes to Applicant**

1. REASON FOR APPROVAL

In the opinion of the Local Planning Authority the proposal, subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference to local visual amenity and the setting of the grade II listed building adjacent . As such the proposal complies with Policies E4 of the North Yorkshire County Structure Plan (Alteration No.3 Adopted 1995) and Policies GP1, GP3, GP4a ,GP11 and HE2 of the City of York Local Plan Deposit Draft.

Contact details:

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CITY OF
YORK
COUNCIL

MORRISONS, FOSS ISLANDS ROAD - 06/02234/REM

SCALE 1:5000
Originating Group

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Project

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Agenda Item

Planning Committee

27th September 2007

Report of the Director of City Strategy

York Strategic Housing Market Assessment 2007

Summary

1. The purpose of this report is to present Members with findings from the 2007 Strategic Housing Market Assessment undertaken by Fordham Research and, with reference to this comprehensive study of housing in York, to highlight the key issues for the City Council to consider in progressing the current Local Development Framework (LDF) programme and in assessing planning applications.

Background

2. A Strategic Housing Market Assessment (SHMA) is an essential part of the evidence base for the LDF, and is identified in the Core Strategy Issues and Options Consultation document, 2006.
3. Planning Policy Statement 3 'Housing', published by the Department for Communities and Local Government (DCLG), emphasises the importance of understanding and responding to the dynamics of the housing market. The Government also released a Housing Market Assessment manual in December 2004 and Good Practice Guidance in April 2007. The documents provide a technical and practical basis for carrying out SHMA's, and Fordham Research have completed their report robustly within these guidelines.
4. In June 2006 the City of York Council published a draft SHMA that was completed in order to provide evidence for the Joint Housing Inquiries (Germany Beck and Metcalfe Lane). The report, which set out key findings and issues, was brought to the LDF Working Group on 26th September 2006 for consideration. Members resolved to publish the study findings as part of the evidence base for the LDF until such time as the updated SHMA study was finalised, and to use the findings regarding the required mix and type of dwellings for development control purposes.
5. This new SHMA builds on the 2006 report and adds more detail, including a new household survey. It follows national guidance in terms of methodology and consultation. In particular, the scope of the study has benefited from regular steering group meetings as well as two separate stakeholder work

sessions with interest groups, Council officers and Members, together with follow up work with specific groups, as detailed in paragraphs 10 - 13 below.

6. The SHMA investigates the unconstrained demand for different types and sizes of housing in York, including affordable housing, and clarifies that the wider objectives of the City Council – such as the protection of the historic and natural environment – have not been applied to demand figures.
7. Copies of the full 2007 SHMA report, including an Executive Summary, are available in the Members' library, and to view at the Guildhall and St. Leonard's Place receptions. The Executive Summary, which highlights the key issues and outcomes, is appended to this report as Annex 1.
8. A report was taken to the LDF Working Group in July 2007 which highlighted the key housing issues for the LDF programme to consider. It recommended that Members of Planning Committee be presented with a similar report, with the request that its findings be approved for development control purposes - in terms of agreeing the most appropriate tenure, size and type of housing on individual sites.
9. Appropriate revisions have been made to the SHMA following the Working Group, and this report does not intend to alter findings of fact as set out in the report.

Consultation

10. Workshop meetings have been held with key stakeholders in the city, together with Fordham Research and City Council representatives and Members. These have been very useful and comments/ issues raised have been addressed in the study.
11. The workshop meetings have been followed up by a number of interviews with specific groups such as estate and letting agents, the University of York, York Polish community representative and local developers/ house builders. These have helped to build up an even more accurate picture and understanding of the housing market in York.
12. Interviews with estate/ letting agents and developers discussed the dynamics of the York housing market and provided a good overview of what has actually been happening locally, rather than relying on anecdotal evidence. The interviews were supplemented by an internet property/ rent price search to establish the costs of housing in the local area.
13. In addition to the primary data sources stated above, a household survey was conducted. Survey data was used to supplement existing secondary data sources, and also used to analyse households' future housing demands and aspirations and investigate local affordability. A sample of 13,200 households in York received a questionnaire, from which over 3,000

responses were received. This sample is easily large enough to be statistically accurate, with a 1.7% city-wide margin of error.

Key Findings

Population

14. The study found that, whilst York shares the regional characteristic of a slightly lower than average population in the 30-45 age range, the population in the 20-29 age range is unusually high compared to the national averages, largely due to its status as a University town with a large numbers of students.
15. Compared to both regional and national averages, the proportion of children is unusually low in the city. There is also a slight over-representation of over-70's.
16. The population of York is expected to grow significantly over the next 15 years, with especially large increases in those aged 60 and over, and a decrease in the population aged 35 to 49.
17. Growth in the number of households is also significant, with latest projections (released by the Office of National Statistics in March 2007) estimating that the number is expected to increase by around 16,300 in the period 2006 to 2021 (around 1,087 per annum). At the same time it is predicted that average household sizes will continue to drop – from 2.30 persons per household in 2006 to around 2.17 in 2021.
18. The policy implications of these changes are that there may be an increased demand for smaller homes (as average household sizes drop) whilst the requirement for specialist accommodation may well increase (in line with the increase in the elderly population).

The current housing stock

19. York has a slightly lower than average proportion of social rented housing compared to the national average, at just 15%, with owner occupied housing making up most of the shortfall. The private rented sector makes up 10% of the housing stock.
20. The proportion of semi detached housing and flats are in line with the wider region. There is less terraced housing than found in the region as a whole, and this shortfall is made up in the detached housing sector – although it remains a smaller proportion overall. This indicates generally larger properties than in the region as a whole.
21. York has a lower proportion of dwellings in the lowest council tax band (A) than either regionally or nationally. York has relatively low vacancy rates. The proportion of dwellings classed as second homes is in line with the regional average and lower than national average. Census data suggests that levels of overcrowding are below national averages, and the SHMA reports that

under occupation is higher than the regional average, especially in the rural areas.

Housing costs by tenure

22. York's house prices are 28% higher than the regional average, and just below the national average. There is a significant gulf between average income earnings and average house prices. The typical house price to earnings ratio is high, both regionally and nationally, at 8:1. Entry-level prices vary from £114,500 to £242,000 depending on the size of the dwelling. Entry-level weekly rents in the private sector vary from £109 to £213. These are more than 100% higher than weekly rents in the social rented sector, at £59 to £79.

Balancing Housing Markets

23. The 'Balancing Housing Markets' assessment (BHM) looks at the whole local housing market. It combines a technical assessment of housing requirements with a reasoned judgement about exactly how the housing market operates (noting, for example, that the private rented sector is often used to meet some affordable needs through the use of housing benefit). It estimates future supply of housing from three distinct groups (household dissolution (death), existing households and out-migrant households). Each is estimated in terms of the tenure, size and type of accommodation released.

24. The same exercise is then carried out in terms of the demand for housing resulting from three groups (newly forming households, existing households and in-migrant households). By looking at what households would *like* in terms of tenure, size and house type, and what they *expect* to be able to acquire, tested against their income, it is possible to form a picture of the 'demand' from each type of household.

25. The net housing demand, using the BHM model, concludes that overall, across all tenures, there is an apparent shortfall of 983 new homes per annum, with 331 pa of these being in the urban sub area, 559 pa in the suburban sub area, and 93 pa in the rural sub area. This compares with the net housing need, as assessed through the DCLG model (paragraphs 30-36 of this report), of 1,218 homes per annum – which is what would be required to alleviate all housing problems in York, including spending any more than 25% of income on housing and households living on shorthold tenure in the private rented sector.

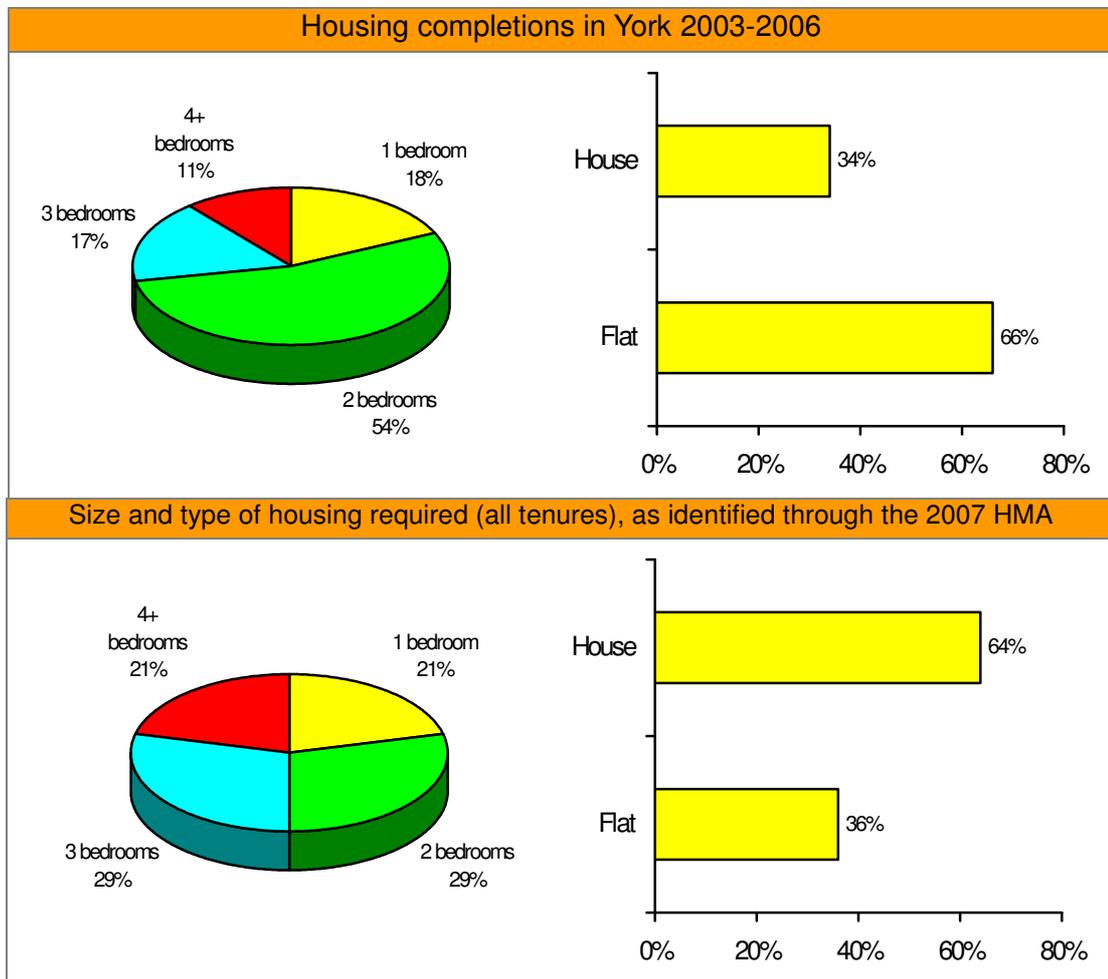
26. Clearly the evidence suggests that the RSS target of 850 per annum (after 2011) could readily be exceeded if all housing market demand and need were to be addressed, but the study emphasises that this is not a surprise in an attractive, high demand city like York, and it is not a compelling argument for challenging overall housing targets. The value of the BHM model is more in assessing the character and direction of housing market demand and need.

27. There is expected to be a greater demand for housing than the current stock of housing can meet, with 50% of the overall shortfall in the owner occupied

sector (especially for 2 bed houses, although shortages of all sizes are shown), 7% in the private rented sector, 16% for intermediate housing, and 27% of the total shortfall for social rented housing (mainly 2 bed but with also a shortage of 3 and 4 bed).

28. The HMA concludes that planning policy needs to be clear about about whom intermediate housing is for. If it is seen as an affordable housing solution then developers need to substantially subsidise its cost to make it affordable.

29. The demand for a range of dwelling sizes is clearly evident, with 21% looking for 1 bed, 29% for 2 bed, 29% for 3 bed, and 21% for 4 bedrooms. Over 60% of households are looking for houses rather than flats. This can be seen alongside recent completions in York, which reveal much higher completions of 2 bed homes and flats, as shown in the tables below.



Balancing Supply and Demand

30. In reality, planning policy can only influence the mix and type of new houses built in two broad tenure categories (market and affordable), as it cannot effectively control which properties then enter the private rented sector. By

looking at supply and demand results, the SHMA suggests the mix that is likely to be required to provide the sorts of accommodation demanded and shown to be in short supply.

31. The study shows the results of the analysis for the market and affordable sectors, broken down into house type and dwelling size. This shows that the majority of the demand in both sectors is for houses (60% of affordable and over 70% of market demand). Whilst the predominant requirement in both sectors is for two bedroom properties, over 40% of the market demand and 25% of the affordable housing demand is for 3/4+ bedroom properties.

Housing Need

32. Housing need is defined through government guidelines by the number of households who lack their own housing or who live in unsuitable housing and who cannot afford to meet their housing needs in the market. In order to assess housing need, the York SHMA uses a 'basic needs assessment model', which accords with Government guidance for undertaking needs studies. The model determines the existing and arising demand for affordable units as well as predicting the supply available to estimate the shortfall (or surplus) on an annual basis. The study also follows the Government guide's definition of unsuitable housing.
33. Affordable housing includes social rented housing and intermediate housing, provided to specified eligible households whose needs are not met by the market.
34. The survey suggests that 4,285 households in York are currently living in unsuitable housing, and 2,524 of these will need to move home to find a solution to that unsuitability. Of these 1,554 cannot afford a suitable solution through existing income and savings, without some form of subsidy, and these households are hence considered to be in housing need. There are also 14 homeless households to add to this number, although this refers to those in bed & breakfast accommodation at the time of the study and doesn't take account of the 150+ homeless households currently in other temporary accommodation (hostels or CYC stock).
35. At the time of survey there was a stock of affordable housing in York, in terms of potential re-lets of social housing, which totals 937, which could be used to meet this need, meaning that the net backlog of need is 631 homes (1,568 minus 937).
36. Future housing need is projected as an annual need over 2 years and is made up of new household formation together with existing households falling into need. This totals 2,157 homes per annum in York, with the current stock of affordable housing likely to provide around 1,065 homes. 20% of the backlog (existing) need in York is added to this in order to address this need over a 5-year period. Hence the **total annual need for affordable housing is 1,218 homes** (2,157 minus 1,065 add 126).

37. This total annual need is higher than both the 2002 study findings (950 per annum) and 2006 findings (969 per annum) as a result of only relatively small net additions to the affordable stock (exacerbated by an increasing number of small developments being progressed in the last few years, i.e. under the current threshold of 15 dwellings) allied with sharp increases in prices.
38. As the total supply of housing (market and affordable) proposed through the RSS (850 per annum after 2011) is far less than 1,218 per annum, it is clear that the city's affordable housing shortage cannot be addressed through planning policy alone.

Rural Issues

39. The evidence shows that rural areas generally have a higher percentage of owner occupation than urban areas. Property prices are generally also higher and dwellings are more likely to be detached or bungalows than is the case for urban areas. There is a limited supply of rural affordable housing and a general lack of smaller 'cheaper' market properties.
40. Rural areas also show higher levels of under-occupation, with approximately 45% of households having more than one spare bedroom (compared with the bedroom standard).

Particular Needs

41. A section of the SHMA investigates specific housing requirements of particular groups, such as those with support needs, older person households, families and Black and Minority Ethnic groups. Key findings from this work are set out in the SHMA study and summarised in paragraphs 40 - 48 below.
42. Support Needs Households – nearly 17% of all households in York contain at least one person with a support need. These households are more likely to live in unsuitable housing and generally had lower financial capacity. 17% of households spent more than half of their income on housing.
43. Older Person Households – More than a quarter (26.8%) of households in York contain only older people (above retirement age). These tend to be concentrated in the outer suburbs, particularly in owner occupied housing without a mortgage. Older person households generally tend to be smaller (the number with more than two people is less than 1%), with nearly half (47.3%) living in homes with more than 2 bedrooms.
44. Key Worker Households – Key worker households, for the purpose of this study, are defined as teachers, social workers, clinical healthcare staff, emergency services, and prison/ probation officers. These groups tend to be concentrated in owner occupied accommodation, with mortgages, and have higher financial capacities, spend a smaller proportion of their incomes on housing, and have lower levels of housing need. The survey does indicate that there are 1,018 key worker households living in York who are unable to afford open market housing, but their current accommodation – as defined by

the study in terms of not being overcrowded, having basic facilities, not being subject to harassment etc – is generally regarded as suitable.

45. First Time Buyers and Young People – Nearly half (43.6%) of younger people (aged 21-35) live in shared accommodation, and are especially concentrated in the inner suburbs of the city. The financial capacity of younger person households is below average, and a much larger proportion than average spend large percentages of income on housing. First time buyers tend to have higher incomes than average, but lower financial capacities since they have little equity.
46. Black and Minority Ethnic Groups (BME's) – 6.8% of York's population was within a BME group in 2004, compared to 4.9% in 2001. BME households tend to be located in private rented and terraced housing.
47. Families with Children – Households containing children make up nearly a quarter (22.3%) of all households in York, and tend to be located in the outer suburbs or rural areas, and particularly in semi-detached housing. Such households are more likely to be living in unsuitable accommodation, despite a higher than average financial capacity. There is also an increased likelihood of spending a larger proportion of income on housing.
48. Lone Parent Families – Make up 3.5% of households in York. Such households have a much lower financial capacity than average, and are much more likely to spend a very large proportion of their income on housing.
49. Student Households – There are just over 14,500 full time students in York, with around 6,000 of these living within the city's housing stock. It appears from the survey that the vast majority live in private rented housing, especially shared houses in the central area of the city.
50. Gypsies and Travellers – The survey did not include a dedicated survey of gypsies and travellers, but there is secondary data available, and separate regional and sub regional studies are being carried out in order to build up a comprehensive picture of need in this sector. This study work should be available by January 2008.

Policy Implications

51. The SHMA stresses that, whilst huge unconstrained demand and need exist, wider planning objectives need to be considered and taken into account when interpreting these unconstrained demand figures into housing policy for the city. Specifically, there will be issues to consider with regard to environmental constraints, traffic flow and impact on natural and urban conservation designations. These factors will necessarily constrain the level of house building in York, and will be given due consideration through the LDF Core Issues document and any subsequent review of housing policy.
52. At the same time the economic and affordable housing aspirations of the City Council need to be fully understood and planned for. The Future York Group reported in June 2007 that sufficient and appropriate housing (particularly

affordable and family housing) should be allocated in the LDF in order to support the economic and social development objectives of the City.

Key Issues for the LDF

53. The City Council is in the process of completing an Evidence Base, which will inform the LDF, and this document will form an important part of that, as set out in the Core Strategy, alongside the employment land review and other studies.
54. The SHMA, in following DCLG Good Practice Guidance and the requirements of PPS3, has provided a wealth of useful information on the York housing market – sufficient to inform and progress the LDF programme. At the same time, it provides extremely useful insights which will help guide future work aimed at refining our understanding of particular groups and their housing needs in the city, for example key workers, BME groups, migrant workers, homeless households.
55. The study highlights key issues for the Council to consider and will be used to inform the review of housing policy in York on a range of issues, most notably mix, size and type of housing, housing density, local affordability, and the needs of particular groups. Policy options will be developed in the first instance through the established LDF Working Group, and incorporated into the emerging LDF Core Strategy document.
56. The SHMA will also be used to inform housing options within the two Area Action Plans – York North West and the City Centre – and on specific sites which emerge either through allocation in the LDF Allocations document, or which are unidentified (windfall) and considered appropriate for development.
57. National guidance, in the form of Planning Policy Statement 3 ‘Housing’ sets out key requirements for local planning authorities to consider :
 - the likely overall proportions of households that require market or affordable housing, for example x% market housing and y% affordable housing;
 - the likely profile of household types requiring market housing, for example multi-person, including families and children (x%), single persons (y%), couples (z%);
 - the size and type of affordable housing required.
58. Options and analysis of these issues are considered in Issues 1 (overall affordable housing targets), 2 (market housing sizes and types), and 3 (affordable housing sizes and types) below. In addition, thresholds at which affordable housing may be appropriate are also considered (Issue 4).

59. They will need to be identified for public consultation, and no Member decision on a Preferred Option will be needed until after this, the second stage of the Core Strategy, later this year.

Issue 1 – Overall Affordable Housing Targets

60. The SHMA concludes that, given the high level of affordable need in York, there is justification for a 50% affordable target in the city. It also discusses the need for and meaning of intermediate housing and suggests that, if this is meaningfully affordable, it might make up 38% of that overall target.

61. The SHMA questions the contribution of intermediate housing to affordable housing provision, as defined by Government Guidance (PPS3), and says that if, in this housing is not accepted as affordable in local terms the affordable housing target should, instead, be wholly for social rent.

62. In this instance an option for the City Council to consider might be to reduce the overall affordable housing target to 40% (all social rented) with an additional target for low cost or intermediate market housing. Eligibility for the intermediate market housing would then need to be considered and agreed.

63. There are other authorities in England with a 50% affordable housing target, including all London Boroughs, Harrogate, Oxford and Cambridge, but few above that. The Regional Spatial Strategy proposes a minimum target of 40% affordable housing in York, as an identified area of high housing need.

64. A lower target would certainly add financial value to housing sites and would, based on consultation responses received on the current 50% policy, attract approval from York house builders and landowners. At the same time it is worth noting that overall levels of affordable housing in York are set as targets and may, therefore, be lowered in any case through reasoned and detailed assessments of site viability.

Analysis

65. The actual need for affordable housing in the city outstrips the current annual supply set through the Structure Plan and draft RSS (market and affordable) coming forward each year. With 100% affordable technically justifiable, policy options for setting an overall target must be recognised as a balance between maximising opportunities for providing affordable housing, in line with Government objectives, an understanding of site viability, and the need to achieve mixed and balanced communities.

66. The 50% affordable housing target for York was approved in April 2005. Through earlier consultation objections were received from the local development industry, which said that this level could not be maintained - sites would become unviable.

67. There is certainly evidence of a slowing down in planning applications coming forward over the last 2 years, and many windfall sites below the current site

threshold of 15 units/ 0.3 hectare. At the same time there are now a number of large sites, such as Germany Beck, Metcalfe Lane, Terrys and Nestlé South where agreements have or are being reached to provide a realistic and appropriate level of affordable housing based on the 50% target but with assessments of site viability applied. Levels are being agreed at between 35% and 40% affordable.

Issue 2 – Size and types of market housing

68. Size and type of market housing has been assessed throughout the city and surrounding suburban and rural areas, with detailed conclusions given on the most appropriate balance of large and small housing, and flats.

Analysis

69. The Balanced Housing market results suggest that there is a need for all sizes, and mainly for houses rather than flats, and this falls in line with wider Government objectives to create mixed and balanced communities. Mix and size of housing will be addressed through the LDF Core Strategy and on individual site allocations and negotiations.

Issue 3 – Size and type of affordable housing

70. There are similar findings for affordable housing included in the SHMA and, likewise, these will be used to prompt decisions on appropriate housing mix and tenure options through the LDF.

Analysis

71. The study results suggest that there is a need for all sizes and types of both social rented and intermediate housing.

72. Whilst the study concludes that 62% of the affordable housing element in York should be social rented and 38% intermediate (see also paragraphs 57 and 58 above), it does add a note of caution. The study advises that there is very little chance that anyone can produce intermediate housing, which will meet the intermediate need at the relevant price. In York there must be discounts of 50-60% off open market value in order to make these homes for sale meaningfully affordable and, on larger houses, even this discount is not enough.

Issue 4 – Site thresholds for affordable housing

73. National affordable housing guidance states that the national minimum site threshold for applying affordable housing policy is now 15 (reduced from 25). It also allows, if the profile of sites coming forward justify it, a lower threshold if this would make a big difference to the amount of affordable housing produced.

74. Thresholds for village (less than 5,000 population) development sites are set lower, at 2 dwellings or 0.03 hectare, in line with government guidance. The SHMA report agrees that low thresholds are justified in villages in order to

capture what little housing comes forward for an appropriate level of affordable housing.

Analysis

75. There is clear evidence of a significant number of sites coming forward at just below the current threshold of 15 in York, and opportunities for providing affordable housing on these sites are lost forever. Reasonable options for lowering thresholds will be considered through the LDF Core Strategy (Issues & Options) programme.

Corporate Priorities

76. The SHMA accords with the following corporate priorities:
Improving the quality and availability of decent, affordable homes in the city.

Implications

The following implications have been assessed:

- **Financial** - None
- **Human Resources (HR)** - The study work was carried out within the City Development budget.
- **Equalities** - None
- **Legal** - None
- **Crime and Disorder** - None
- **Information Technology (IT)** – None
- **Property** - None
- **Other** - None

Risk Management

77. In compliance with the Councils risk management strategy, there are no risks associated with the recommendations of this report.

Recommendations

That Members agree:

78. To endorse the use of the SHMA study for development control purposes, in terms of agreeing the most appropriate housing tenure, size and type on individual sites, therefore replacing the 2006 SHMA Study.

Reason: In order to help create mixed and balanced communities and to maximise opportunities for providing good quality affordable housing in the city.

Contact Details

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Bill Woolley
Director of City Strategy
City Strategy
01904 55 1330

**Report
Approved**

Date

10/07/07

Specialist Implications Officer : Financial - Report Author

Wards Affected:

All

For further information please contact the author of the report

Background Papers

Strategic Housing Market Assessment Report 2007

Annexes

Annex 1 York Strategic Housing Market Assessment 2007, Executive Summary, Fordham Research

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Evidence Base

City of York

LDF

Local
Development
Framework

Strategic Housing Market Assessment Executive Summary

June 2007

EXECUTIVE SUMMARY

Introduction

- 1.1 This study was commissioned by York City Council in October 2006. The work responds to a Brief requiring a Strategic Housing Market Assessment (SHMA) for the City of York. This document provides a summary of the work. The evidence provided in the SHMA is required to inform appropriate policy responses to housing need and demand.
- 1.2 The research process carried out addresses the requirements of Planning Policy Statement 3 (PPS3) and also Planning Policy Statement 12 (PPS12) in ensuring that all necessary outputs are provided and that such outputs pass the prescribed tests of soundness. Its structure accords with the general advice provided in the PPS3 Practice Guidance of March 2007.

Key requirements

- 1.3 The key requirements of PPS3, stated in paragraph 22, are:
- *The likely overall proportions of households that require market or affordable housing, for example, x% market housing and y% affordable housing.*
 - *The likely profile of household types requiring market housing e.g. multi-person, including families and children (x%), single persons (y%), couples (z%).*
 - *The size and type of affordable housing required'*

The City of York

- 1.4 The area for this study contains a very varied urban and rural community:

The City of York is a modern commercial city renowned for its heritage. It covers an area of approximately 105 square miles made up of the historic city centre and the surrounding urban area along with a number of villages and semi-rural settlements covered by parish councils. Of this, approximately 85 square miles is in Green Belt.

The strong character of York provided by its history and location is an important factor in its continuing growth and success."

Summary of main concepts

- 1.5 PPS3 represents a major evolution in CLG requirements. It addresses the full range of market housing, calls for much more detailed information, and promotes the ‘evidence base’ into something which moulds policy over a wide range. This goes far beyond the scope of the previous studies (Housing Needs Assessments) which were carried out just to support affordable housing policy.
- 1.6 The following table summarises key terms:

Figure S1: Key concepts defined in Guidance

<i>Concept</i>	<i>Description</i>
SHMA	Strategic Housing Market Assessment: one that involves all tenures and is set in a stakeholder process that produces results for a given set of market and submarket areas
HMA	Housing market area. There is no single definition available for an HMA. The issue is discussed in Chapter 3 of this report
Stakeholder involvement	Stakeholders are defined as various interest groups with a central interest in the housing market. They include public officials, specialist quasi public and voluntary bodies concerned with housing (e.g. Housing Associations (RSLs) and private sector bodies such as house builders, private landlords, estate and letting agents.)
All tenure approach	A key feature of the CLG approach in PPS3 is that all tenures should be covered. This means that the former Housing Needs Surveys (HNS) which focussed on a technical analysis of the need for affordable housing, has been subsumed in a much wider and less technical process.
Evidence base	PPS3 gives the evidence base, of which this SHMA is a key part, a central role in determining policy. This give more responsibility to the process and documentary results of it, but also more scope for it to affect such figures as the RSS target, which historically has been ‘top down’ from higher levels of government, but which is now becoming more of a compromise between local ‘bottom up’ evidence and ‘top down’ direction
RSS	Regional Spatial Strategy. A statutory document which sets out a broad development strategy for the region, setting out regional priorities such as the scale of development of housing.
LDF	Local Development Framework. This spatial planning strategy guides and manages development at a local level for the next two decades. Local Development Frameworks must be in general conformity with the Regional Spatial Strategy.
RHS	Regional housing strategy. This is the non-statutory companion of the RSS, addressing specifically housing issues.

Source: Fordham Research York SHMA 2007

- 1.7 In addition to this list, there are a series of technical terms and processes which Fordham Research has developed to enable production of the key PPS3 outputs listed above. They are as follows:

Figure S2: Fordham Research concepts for PPS3 outputs

<i>Technique</i>	<i>What it does</i>	<i>PPS3 outputs</i>
1. Annual Flows: a standardised three year average of flows of household types into, out of and within a housing (sub) market.	Illustrates the character of a market. What are the flows of newly forming households like? How far are existing households attracted to the area, or is there a net out-migration?	The second of the three requirements in para. 22 of PPS3. The Census can produce some but not all of the PPS3 outputs.
2. Financial Capacity: income + equity + savings	Financial capacity indicates what households can afford. Some 70% of all households have equity now. Equity is on average more important than income in the overall ' ability to buy '.	All three of the para 22/23 outputs require the use of financial capacity to produce robust results.
3. Balance (of housing markets). This is a term introduced by the Audit Commission in the early part of this century. However no technique was produced for measuring it.	Fordham Research has developed a method of assessment (the Balancing Housing Markets model (BHM)). This uses a range of quantitative and qualitative inputs to indicate what extra housing is required to move a given market towards balance.	The BHM outputs produce all the information required by para 22 of PPS3. The separate technical analysis of housing need produces supplementary information.
4. Rungs in the housing ladder. Assessment of the weekly costs of all tenures and types of housing.	. The graph shows entry points to different levels of the market. It indicates the cost thresholds on a consistent basis.	It indicates what types of new housing best assist households 'climbing the housing ladder'. Important for assisting house builders to meet the requirements of para 23.
5. Usefully affordable intermediate housing. Its price is the mid point of the gap between social rent and market housing (the intermediate range defined in PPS3).	Provision of intermediate housing at the usefully affordable point will assist those in intermediate need. If provided only at the top end of that range, it will not.	Helps achievement of PPS3 balanced markets by providing a rung in the housing ladder.

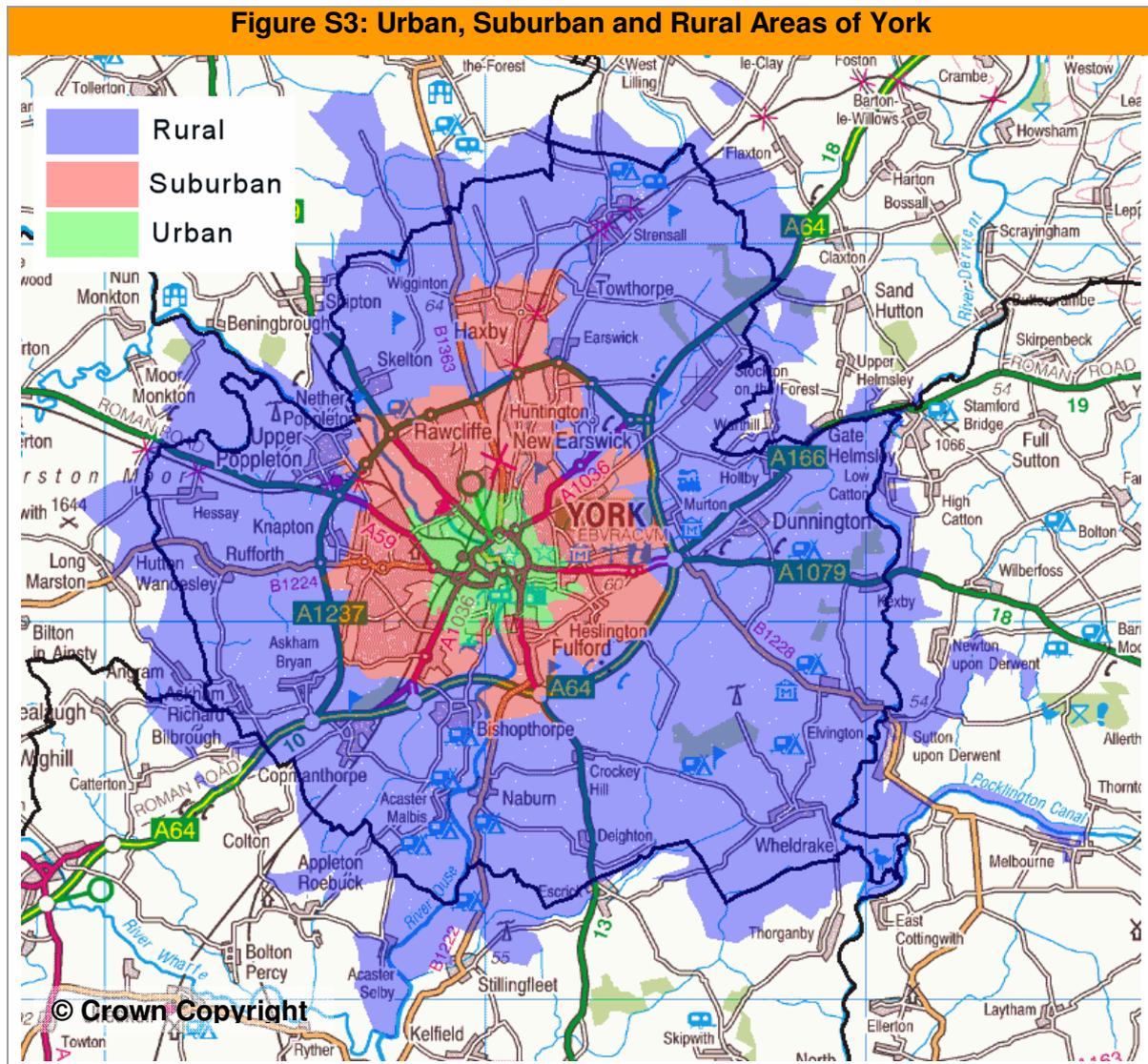
Source: Fordham Research 2007

1.8 The combination of these two sets of definitions provides the foundation for the SHMA

The Steering Group and Stakeholder Consultation

1.9 A wide variety of stakeholders were consulted via workshops, face-to-face meetings and phone interviews.

- 1.10 Following consultation with the stakeholders, three submarkets within the overall City of York housing market were developed (see figure S3 below). These submarkets were used for analysis.



- 1.11 The stakeholder discussions also raised many local issues of importance which were addressed in the detailed analysis of the SHMA, and helped to focus the policy issues which emerged from it.
- 1.12 Information gathering for the survey included not only the interaction with many stakeholders, but also much existing (secondary) data and primary data (gathered especially for this study). The primary data included a survey of estate and letting agents, related to market activity, and a random survey by post which yielded some 3,121 returns. This is a large enough sample to permit detailed analysis of housing issues. The sample was weighted to ensure that it properly represents the character of the population.

Current profile of York's housing market

- 1.13 York has a buoyant housing market and this is reflected in the higher growth rate expected in the future, when compared with the regional and national average growth rates:

Figure S4: Household projections for York, compared regionally and nationally			
	York	Yorkshire and Humber	England
2006	81,000	2,153,000	21,485,000
2011	85,000	2,248,000	22,566,000
2016	89,000	2,348,000	23,705,000
2021	92,000	2,437,000	24,781,000
Change 2006-2021	11,000	284,000	3,296,000
% Change 2006-2021	13.6%	13.2%	15.3%

Source: CLG Household Projections

- 1.14 The higher growth rate is in the context of the many constraints (historic city and Green Belt) which prevent York from being a major focus for growth. The past growth of the economy shows a noticeably higher rate than region or nation:

Figure S5: Employee Jobs in York (full and part time equivalents)				
Area	Employment 1995	Employment 2005	Absolute change	%age change
York	84,004	99,900	15,896	18.9%
Yorkshire and Humber region	1,952,868	2,262,400	309,532	15.9%
Great Britain	22,728,869	26,503,100	3,774,231	16.6%

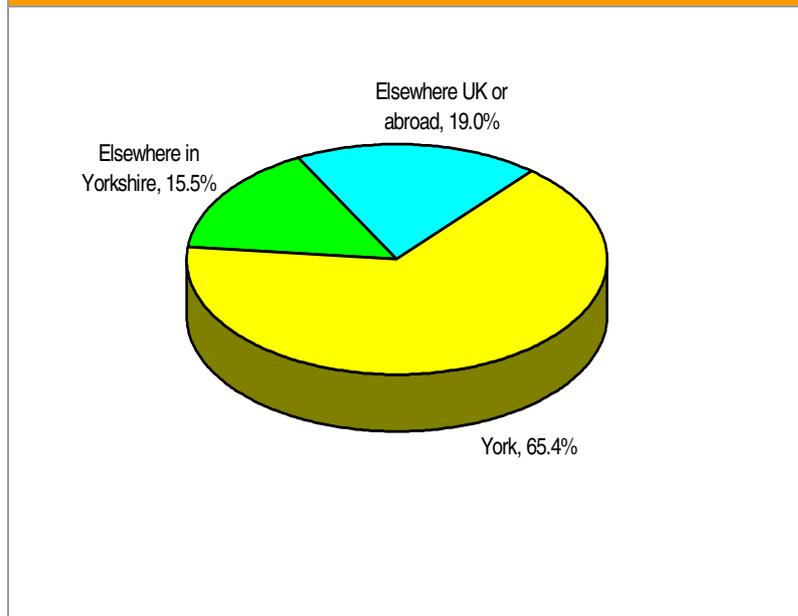
Source: NOMIS 1995-2005

- 1.15 The profile of York's employment shows a much higher proportion of senior managerial and professional occupations than the region, and a higher one than the national profile. The level of qualifications of the York population is correspondingly weighted towards the most highly qualified: 33% with NVQ4+ (the highest category) compared with 22% for the region and 27% for Great Britain.
- 1.16 The following table provides the total proportions of households in the various tenure groups, and also indicates a stable population: four fifths of households have been in the same residence for 5 years or more.
- 1.17 It is also the case that most previous homes (two thirds of them) were within York itself, as the pie chart below shows.

Figure S6: Length of residence of household by tenure

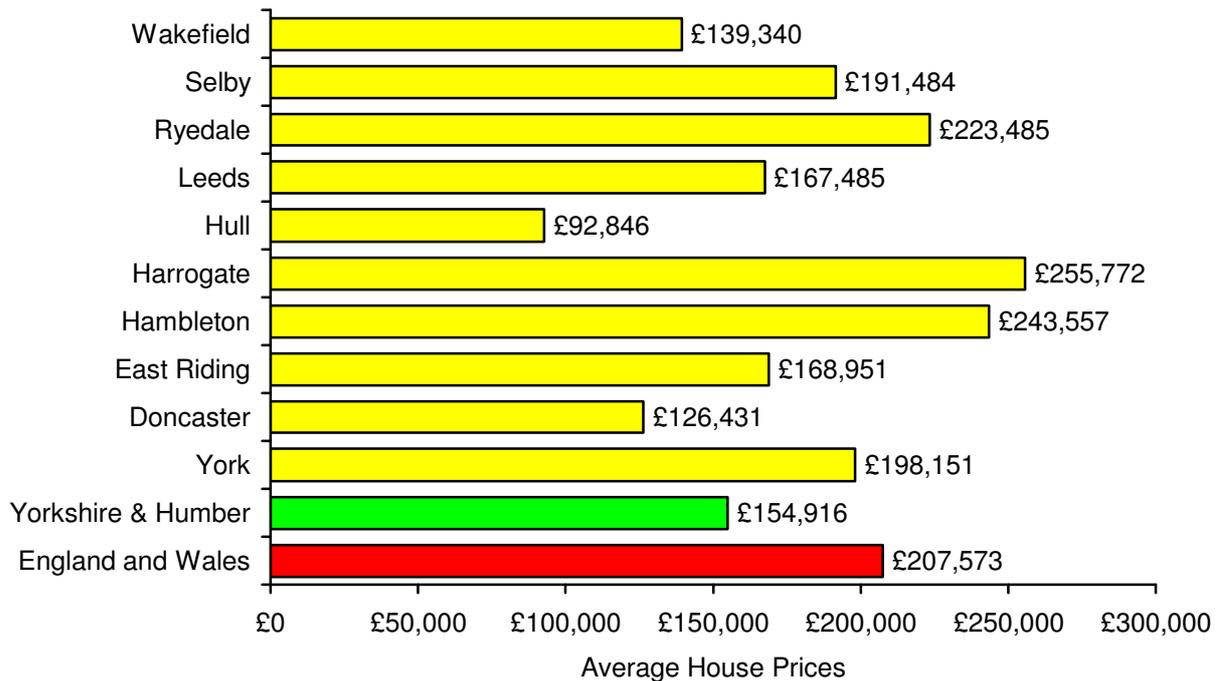
Tenure	Length of residence				Total
	Less than 1 year	1 to 2 years	3 to 5 years	Over 5 years	
Owner-occupied (no mortgage)	1,363	715	2,033	23,489	27,599
Owner-occupied (with mortgage)	3,792	2,908	7,423	19,069	33,192
Social rented	1,260	1,028	2,347	7,378	12,014
Private rented	3,819	2,184	1,530	1,061	8,595
Total	10,234	6,835	13,334	50,997	81,400
Owner-occupied (no mortgage)	4.9%	2.6%	7.4%	85.1%	100.0%
Owner-occupied (with mortgage)	11.4%	8.8%	22.4%	57.5%	100.0%
Social rented	10.5%	8.6%	19.5%	61.4%	100.0%
Private rented	44.4%	25.4%	17.8%	12.3%	100.0%
Total	12.6%	8.4%	16.4%	62.6%	100.0%

Figure S7: Location of previous home (movers in past two years)



House prices and costs

1.18 As can be seen from the diagram below York’s prices are very high for the north of England, are only exceeded by a few mainly rural districts, and are much higher than the Yorkshire and Humberside average.

Figure S8: Average House Prices in York and surrounding areas, fourth quarter 2006

Source: Land Registry Oct-Dec 2006

- 1.19 The figure suggests the high level of demand for housing in York. Prices vary considerably according to dwelling type, being most expensive, as is usual, for detached dwellings:

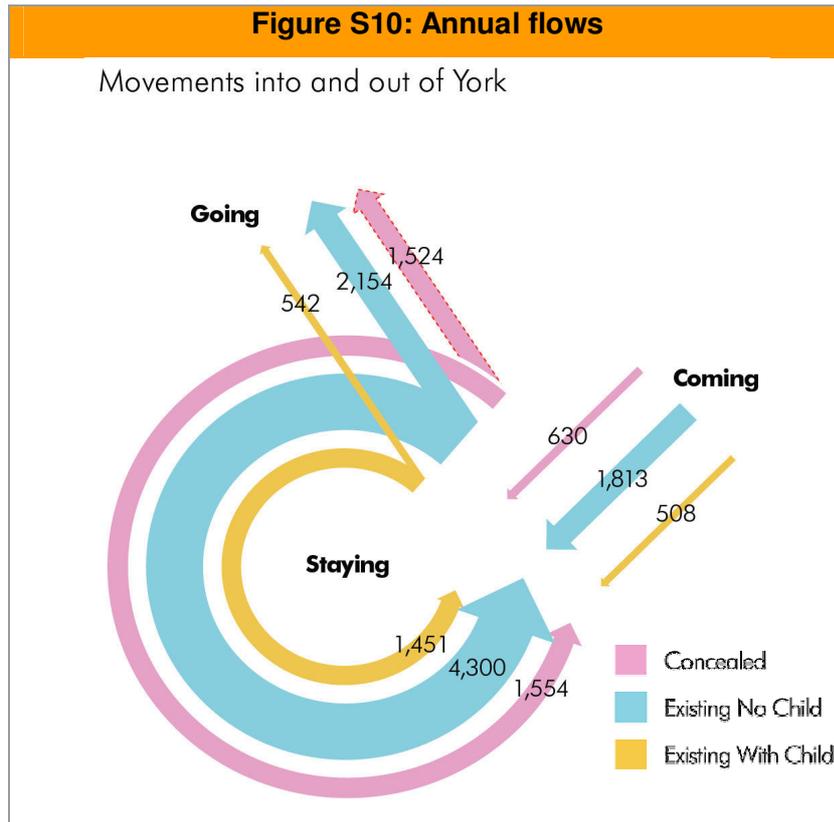
Figure S9: Average House Prices in York, Fourth Quarter 2006, by dwelling type

Dwelling Type	Average Price	% of Sales
Detached	£267,149	21.3%
Semi-Detached	£191,409	31.4%
Terraced	£182,043	32.6%
Flat / Maisonette	£148,211	14.7%
Overall	£198,151	100.0%

Source: Land Registry, Oct-Dec 2006

Housing market dynamics

- 1.20 The following diagram indicates the flows of household moves within, inward and out of York. The figures are standardised for several years to give as reliable an indication as possible.



1.21 The detailed figures are shown in the table below:

Figure S11: Movements into & out of York

	Moving within	Moving out	Moving in	Net movement
Existing households no children	4,300	2,154	1,813	-341
Existing households with children	1,451	542	508	-34
Newly forming households	1,554	(1,524)	630	2,184
Household dissolution	-	827	-	-827
Total	7,305	3,523	2,951	982

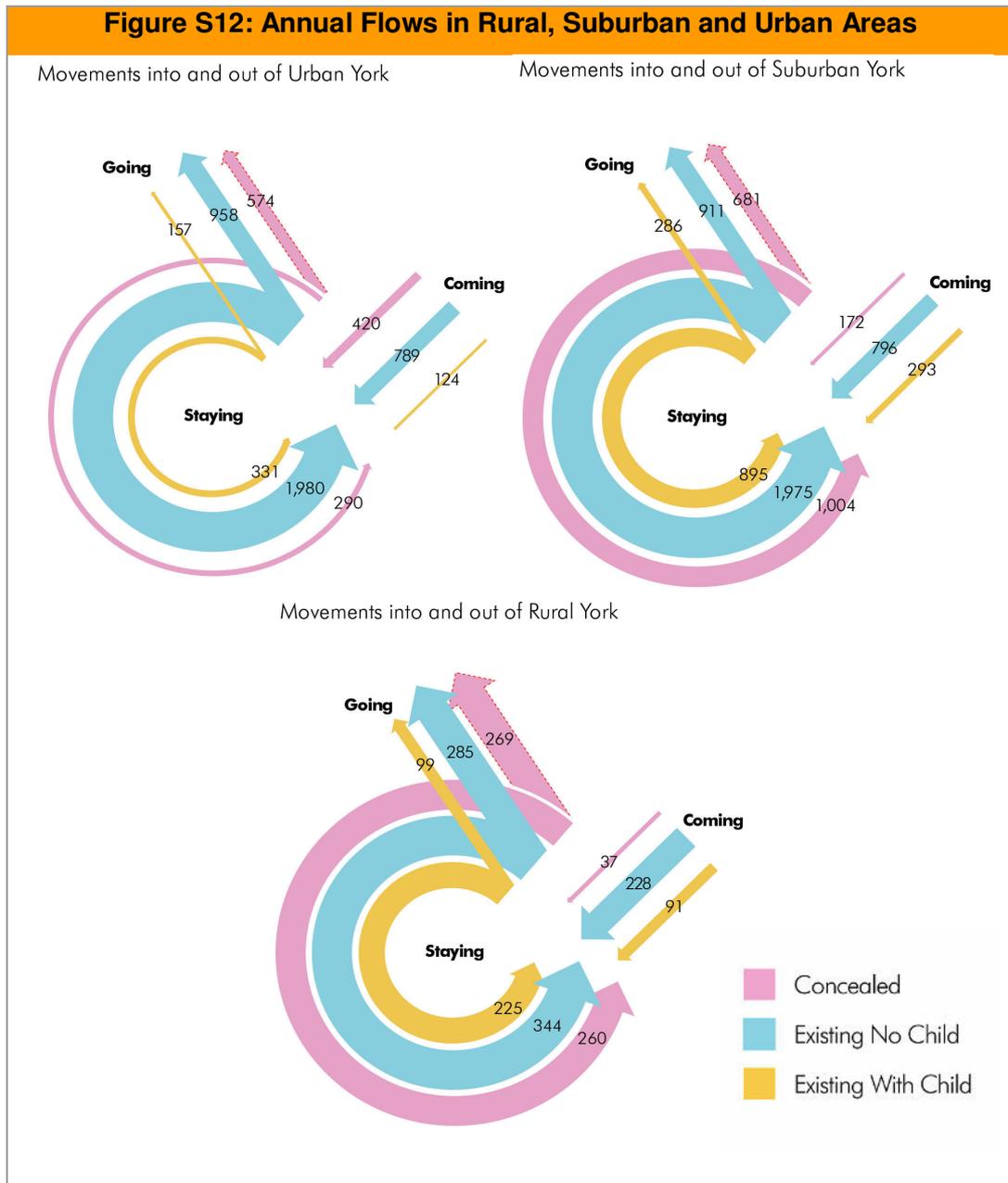
Source: City of York Strategic Housing Market Assessment – 2007

1.22 The two net flows show an outflow of both types of existing households. There is a net inflow of newly forming households, but that is not a ‘real’ net, since the ‘out movers’ do not release a dwelling (since they were previously ‘concealed’ and normally living with their parents). Thus the net movement of household is obtained by adding the two net outflows to the newly forming household inflow, and taking into account household dissolution:

$$- 341 - 34 + 2,184 - 827 = + 982 \text{ households}$$

1.23 This can be compared with the domestic net immigration figure of 1,116 derived from Table 9.7 of the main report. Given that both the Census and the present survey estimate are subject to error margins, the conclusion should probably be that the situation remains as it was in 2001: one of steady annual growth in the net number of households in the City.

1.24 Annualised flows for the submarkets of York are shown below:



1.25 From these diagrams it can be seen that there are different characteristics to the flows in each of the submarkets:

- i) In Urban York there is a low ratio of existing households with children (younger) to older households without children at home (the first being about a third of the second). As can be seen, in suburban York, that fraction is about two thirds. This

bears out the expected pattern, that families with children are more dominant in the suburbs. As can also be seen, they are important in the Rural submarket too.

- ii) Hardly any newly forming households enter either the suburban or rural submarkets: only the urban one. That is a function not only of price but of suitable (smaller units) supply. This may change with the grant of permission for two greenfield sites.

- 1.26 Newly forming households were asked what they would 'like' and what they would 'expect' in terms of both general location and tenure. The responses were as shown below:

Figure S13: Where newly forming households (expected to form in the next two years) would like and expect to move

Location of next home	Like	Expect
York	55.5%	50.5%
Elsewhere in Yorkshire	11.1%	13.3%
Elsewhere in UK or abroad	33.4%	36.2%
TOTAL	100.0%	100.0%

Figure S14: Housing tenure aspirations and expectations – newly forming households expected to form in the next two years

Tenure	Like	Expect
Buy own home	62.7%	31.1%
Social rented	11.5%	16.8%
Private rented	25.8%	52.1%
TOTAL	100.0%	100.0%

- 1.27 As can be seen more of these newly forming households would like to remain in York than expect to do, and the same is even more true of the desire for home ownership.

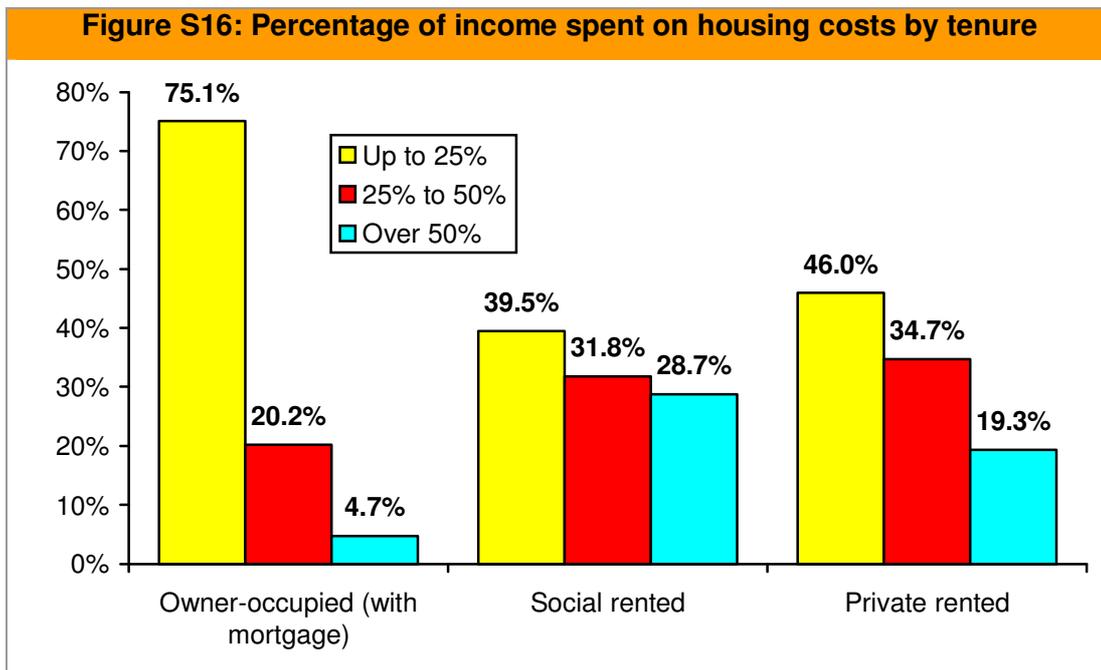
Ability to buy or rent

- 1.28 House price to income ratios were once the way in which the affordability of housing was measured, for that part of the population (currently approximately 70% of the population) able to buy. It no longer is a reliable measure for the market due to the growth of equity, following the sustained rise in house prices over the past decade and a half. This is demonstrated in the case of York by the table below:

Figure S15: Financial information by tenure - means

Tenure	Mean annual gross household income	Mean savings	Mean equity
Owner-occupied (no mortgage)	£24,359	£61,442	£203,523
Owner-occupied (with mortgage)	£41,668	£15,257	£116,851
Council	£10,089	£3,601	-
RSL	£13,593	£14,388	-
Private rented	£26,809	£11,164	-
All tenures	£29,743	£29,297	£116,653

- 1.29 As can be seen, for the majority of the York population (the 75% who own) the level of equity owned is far greater than the mortgage they could get on their household income (if a x3 multiple of income is used as a rule of thumb).
- 1.30 The technical analysis (the CLG Housing Needs Model) assumes that no more than 25% of income should be spent on housing. This is an ideal situation, and enables a calculation of the need for affordable housing which would remove all housing need. The actual situation is that many households in all tenures spend much more than this:

Figure S16: Percentage of income spent on housing costs by tenure

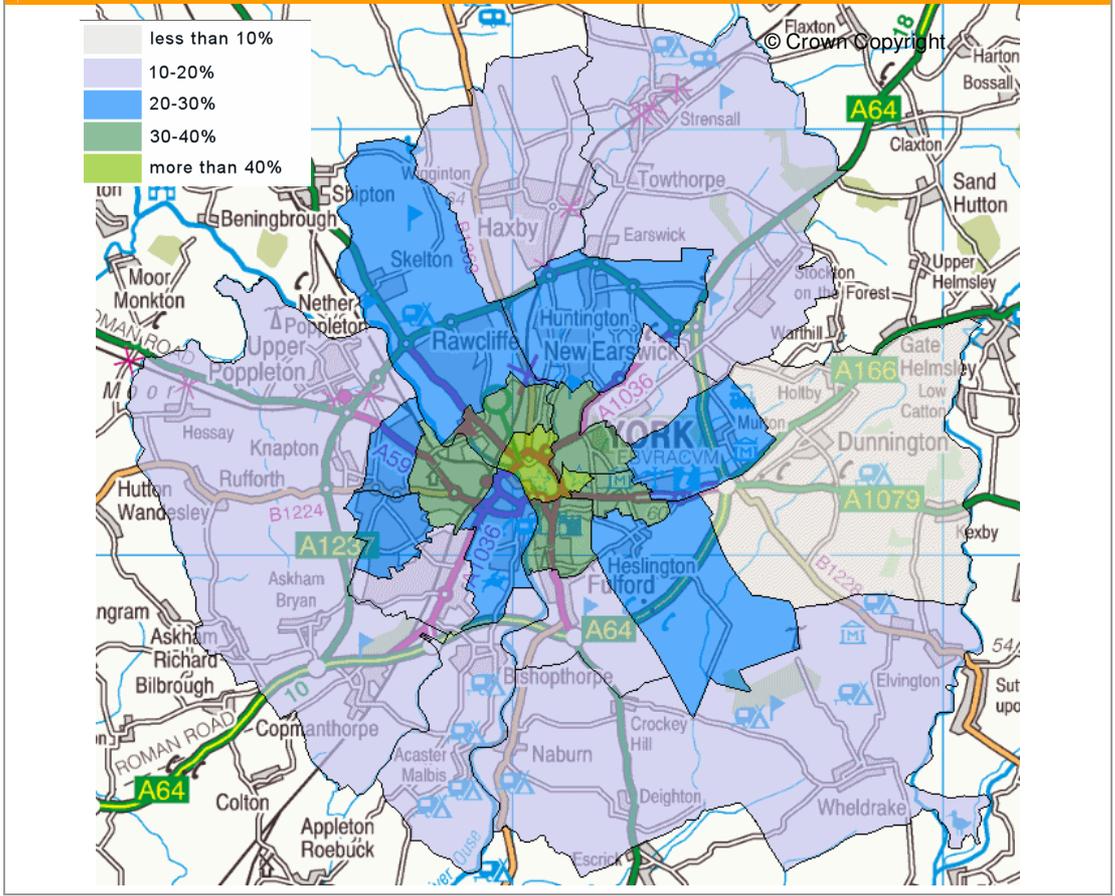
- 1.31 The above analysis does not however take account of the fact that many households will be in receipt of housing benefit (or income support in the case of owners) which will be helping them to afford housing. The table below shows, for instance, in the right hand top cell, that 6.6% of the households who are spending 25% or less of their income on housing are claiming housing benefit. The figure rises sharply for those spending more than 25% of their income on housing, especially in the two rented sectors.

Figure S17: Percentage of households receiving housing benefit (income support) by tenure and proportion of income spent on housing

	Owner-occupied (with mortgage)	Social rented	Private rented	Total
Spend up to 25%	1.2%	38.2%	2.5%	6.6%
Spend 25%-50%	2.3%	50.4%	11.2%	17.9%
Spend over 50%	16.4%	74.0%	31.2%	50.1%
Total	2.1%	52.3%	11.1%	14.8%

1.32 The map below shows where households spending more than 25% of their income on housing costs are located. As can be seen, there is a very strong bias toward the city centre.

Figure S18: Location of households spending more than 25% of their income on housing costs



Housing need

- 1.33 The formal calculation of housing need, based on the CLG methodology, shows an overall need for 1,218 new affordable dwellings per annum. This is what would be required to liquidate all housing problems including the fact of spending more than 25% of income on housing and households living on shorthold tenure in the private rented sector etc. It also shows what proportions could afford intermediate housing (priced between a social rent and market rent) and social rental alone.
- 1.34 The CLG model of housing need is an important part of a SHMA, however in order to provide more realistic outputs it is necessary to use a different and more pragmatic approach to analysing the housing market in York.

Figure S19: Social rented and intermediate housing requirements in York			
	Social rented	Intermediate housing	Total
Annualised current need	288	26	314
Annualised available stock	182	6	188
Newly arising need	1,728	429	2,157
Future supply	1,055	10	1,065
Net shortfall or surplus	779	439	1,218
% of net shortfall	67.0%	33.0%	100.0%
Gross annual need	2,016	455	2,471
Gross annual supply	1,237	16	1,253
Net annual need	779	439	1,218

Overall need for market and affordable housing

- 1.35 Fordham Research have developed a BHM (Balancing Housing Markets) model based on a mixture of household expectations and past trends, which goes further than the needs model in developing realistic policy options. As can be seen from Figure S13, households are quite realistic when asked for their expectations. The model involves quite complex cycles of calculation to produce its output. The summary results for York are as follows:

Figure S20: Balancing Housing Markets results for City of York (per annum)					
Tenure	Size requirement				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	37	209	176	70	492
Private rented	117	-139	11	76	65
Intermediate	46	78	32	0	156
Social rented	10	133	66	60	269
TOTAL	211	282	285	204	982

- 1.36 The analysis reveals that there is an ongoing requirement for owner occupation and potentially large requirement for intermediate housing.

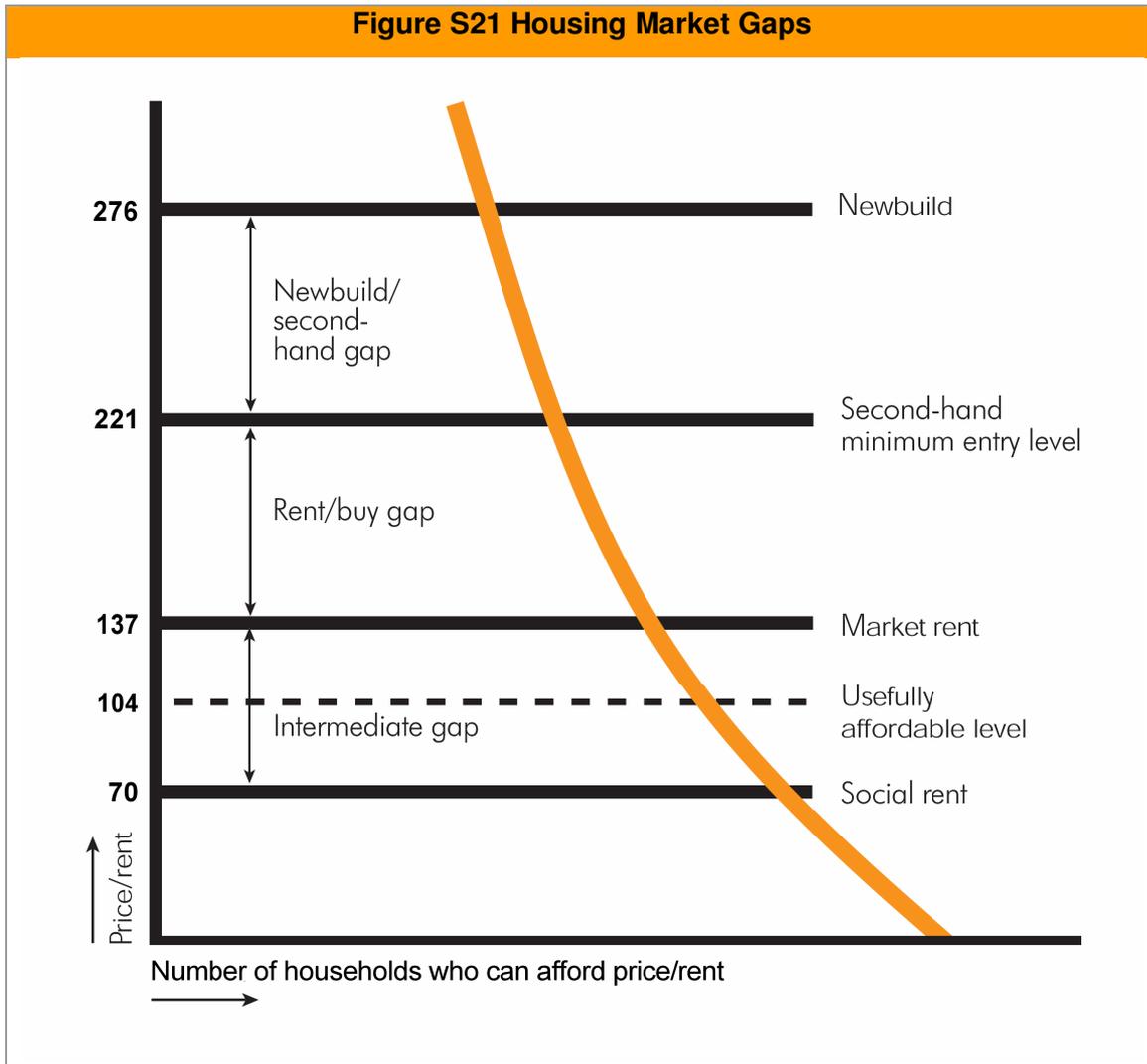
The needs of particular groups

- 1.37 The survey permits analysis of many types of households within York. The following summarises the results:
- i) Some 15.5% of households reside in the rural area. These households are more likely to be owner-occupiers and record higher average incomes and a greater average financial capacity. Although accessibility is an issue for rural households it is more strongly related to household income than the rurality of the residence.
 - ii) There are an estimated 13,681 households in the York area with one or more members in an identified support needs group. Support needs households generally had a lower financial capacity and spent more of their income on housing with 17.1% spending more than 50%. The most commonly requested housing improvement was a low level entry shower unit; however general support services such as 'help maintaining home' were more widely requested.
 - iii) Over a quarter of all households in York contain only older people (26.8%). Older person households generally tend to be smaller; the number with more than two people is less than one percent. Despite this they do not live on average in much smaller houses, with 47.3% living in houses with more than two bedrooms.
 - iv) It is estimated that 8,054 households are headed by a key worker. These households have generally higher financial capacities, spend a smaller proportion of their incomes on housing, and have lower levels of housing need.
 - v) There are 32,230 younger people aged 21-35 in York. A quarter of these younger people live in a home as a family with their own children, just below 45% share their home with other younger people, more than 10% live alone and 21.1% live with their parents or others.
 - vi) Recent First Time Buyers have tended to buy in the suburban rather than rural or central urban area. They also tend to have higher incomes than average, indicating the difficulty of accessing the market
 - vii) Two parent families make up 18.8% of households, and tend to be located generally in the outer suburbs or rural areas. They are in the majority (almost 85%) housed in owner-occupied accommodation, and mostly in semi-detached or detached housing.

- viii) Lone parent families make up 3.5% of households. They have very low financial capacities; only a minority can afford market housing by affordability measures, yet a majority currently live in market housing. As a result, the proportion of income spent on housing is very high, with 67.4% spending more than the recommended quarter of their income.
- ix) There are just over 14,500 full time students in York. At a best estimate, around 6,000 are living within the city's housing stock. Over two-thirds of the student households questioned in this survey indicated that they would like to remain in York when they next move home, with a similar amount expecting to remain in the area. The sample of student households in the survey was small, however, so the results should be treated with caution.
- x) 6.8% of York's population was within a BME group in 2004, compared to 4.9% in 2001. BME households tend to be located in private rented and terraced housing.
- xi) The survey found that 37.3% of households in York are underoccupied, while only 1.3% are overcrowded.

Policy implications

- 1.38 The following table illustrates the wide gaps between types of housing in York, when looked at through the comparison of their weekly costs. The 'usefully affordable' point is defined as the mid-point between social renting and market renting: it is the highest price/cost at which a reasonable proportion of households in housing need could be provided with affordable housing.



- 1.39 As can be seen from this graph, there are major gaps between the different tenures, namely:
- i) The Market Entry level is almost exactly twice the social rent level. So the intermediate gap is very large.
 - ii) Newbuild housing is almost twice as expensive as the market entry rent level, and second-hand housing is not much cheaper.
- 1.40 The only readily available newbuild housing is at either extreme of this graph:
- Social rental
 - Newbuild to buy

- 1.41 The only other form of newbuild that is available in noticeable quantities is 'intermediate' housing which is, at the national level, typically shared equity (though in York typically discounted for sale housing). In the case of shared equity the occupant buys part, typically half and rents half usually from a Registered Social Landlord. The overall cost of this is normally close to or above market entry level prices. This means that newly built intermediate housing will meet little need for affordable housing if any. However the product will be of interest to those in the rent – buy gap. In other words it is low cost market housing, but not affordable housing.
- 1.42 Discount for sale housing would have to be discounted by at least 50% off open market value to be meaningfully affordable housing (based on 2-bed types). It would require a 62% discount to be of use to a significant number of those households in intermediate housing need. This might be a difficult level of discount to achieve on a large scale, as lenders are not always willing to mortgage out to house buyers at that level, but York has been achieving a 50-60% off open market value in recent years.
- 1.43 It may be that discount for sale housing is more useful for the provision of housing with equity ownership in the rent/buy gap. Although the rent/buy gap starts at only a 20% discount from newbuild, the majority of households requiring it are likely to require discounts more like 30-40% to access it.
- 1.44 The Government has, in PPS3, said that 'low cost market' housing is market housing not affordable housing. It is not yet clear, however, at what point in the market section of graph S21 low cost market housing is intended by CLG to be located.
- 1.45 The following table, which incorporates the data used in Figure S21, provides a current database of costs for housing across tenures in York. If suitably updated over time it will provide a benchmark for judging the affordability of all types of housing and allow the evolution of the housing gaps identified at the start of this subsection to be monitored.

Figure S22: Entry Level Prices: York					
Bedrooms	Newbuild Purchase	Second-hand Purchase	Market Rent	Usefully Affordable	Social Rent
One	£218	£174	£109	£84	£59
Two	£276	£221	£137	£104	£70
Three	£334	£267	£155	£117	£79
Four	£460	£368	£213	£146	£79

- 1.46 The analysis of trends within the market leads to two main conclusions:

- The growth of the private rented sector is likely to be a long term feature of the housing market. Housing allocations policies should address the needs of people who are unsuitably housed in this sector.
- Planning policy and S106 negotiators should be clear about whom intermediate housing is for. If locally intermediate housing is seen as an affordable housing solution then developers need to subsidise its cost to make it affordable. This is also true for low cost market housing, though a lower subsidy is required in this case.

Affordable housing policy issues

- 1.47 The analysis suggests that housing need is much higher than was found, on the basis of an older dataset, in 2006: an index of 15 as compared with 11. This would justify a high level of target.
- 1.48 Given the difficulty of creating intermediate housing at the high level of discounts suggested (60% or more), a large proportion of social rented housing may be needed to meet the stated housing need.
- 1.49 Unless intermediate housing can indeed be produced in suitable volumes at the usefully affordable levels shown in Table 27.2 of the main report (suitably updated) the target for affordable housing should be for social rented housing only. One option may be a 35-40% target range with an element of intermediate housing. Realistic options will need to be further explored through the LDF process. In rural areas it would be reasonable to set a 50% target on sites of 2 dwellings and above.
- 1.50 Low cost market housing, provided again that it is affordable to those in the rent/buy gap (e.g. £179 per week for 2-bed, using Table 27.2 of the main report) justifies a target. There is evidence that newly forming households with lower financial capacity are leaving the City, and such housing might help to retain them. We would therefore suggest an additional target of 15% for such housing (assuming 40% for social rented affordable housing) as an option to be explored through the LDF.

General housing policy issues

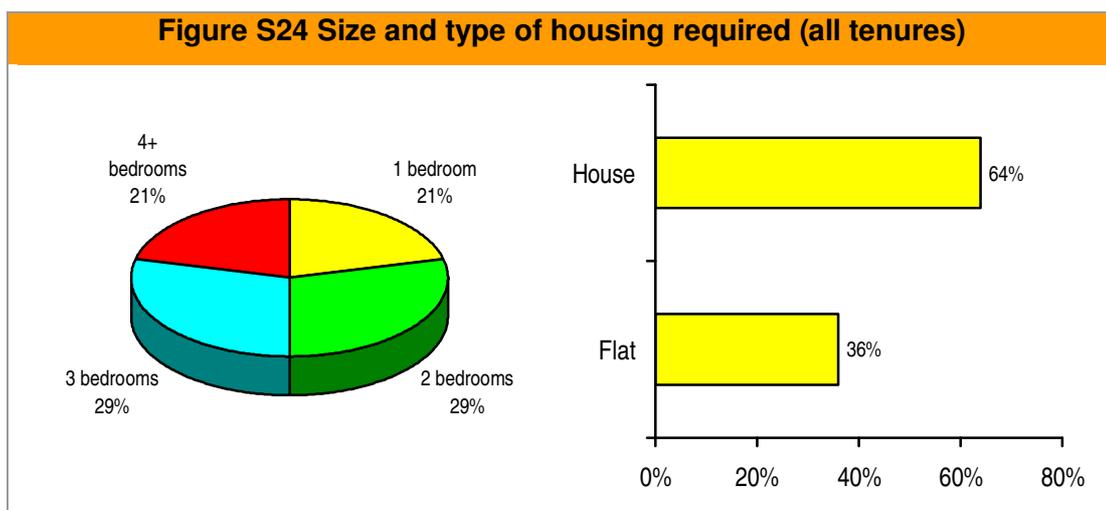
- 1.51 The following table shows how the report provides the information required by PPS3 and listed at the start of this summary.

Figure S23: Meeting the PPS3 Requirements in York	
Item	Comment
a) Proportion of market and affordable housing	The BHM gives a ratio of 57% market to 43% affordable. Policies for affordable and low cost market housing must be tested for viability before policy finalisation
b) Profile of households requiring market housing	In terms of size mix, the main need among buyers is for 2- and 3-beds, but there is net demand for all sizes. For private rent it is mainly small 1-bed units, and for affordable housing all sizes. Households without children form about half of the overall requirement for market housing, with the rest shared equally between those with children and newly forming households
c) Size and type of affordable housing required	The exact mix of affordable and market housing is, as discussed above, a matter requiring policy debate in the light of viability. Ignoring viability, a 60:40 market/affordable split is indicated. All sizes of dwellings are required.

Source: York SHMA Fordham Research 2007: sources as shown in the middle column

Type of dwelling required

1.52 Figure S24 shows the mix of flats and houses required. It shows that almost two thirds of the demand is for houses, which is partly in response to the large number of flatted developments recently been completed on brownfield sites in York. The full report explores in more detail the difference in terms of the size and type of housing required in each of the three principle tenures (market, intermediate and social rented).



Overall target for new housing in York

- 1.53 The Regional Spatial Strategy (RSS) sets the level of overall house building in each district. The RSS target is some 640 new dwelling per annum for the period to 2011, and then 850 pa for the rest of the plan period to 2021. Modelling of the survey data indicates that the market could support up to 982 dwellings per annum. That is to say the combined demand and need is substantially greater than even the higher level of target allowed for in 4 years time.
- 1.54 The fact that demand/need exceeds the RSS target by 300 dwellings per annum for the present period, and 100+ in the further future is not necessarily a compelling argument for changing that target. Many other factors have to be borne in mind in setting an RSS target, including infrastructure constraints and the important issue of the character and setting of the City.
- 1.55 Although in principle it might be expected that demand would grow at a faster rate, due to the restraint of an RSS target that is significantly lower than the demand, this is not necessarily the case. As the experience of the two studies in 2006/7 shows, demand may fall due to higher prices. In that sense, much will depend on the future of the two major sites granted permission in the recent past (Germany Beck and Metcalfe Lane). Although they total 1,200 dwellings, they are unlikely to be big enough for the extra supply to affect house prices generally in the area. However they might have the effect of at least stabilising the price of family housing in the suburban submarket. This issue is one that deserves careful monitoring through the LDF and the City of York Council's housing monitoring.



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Planning Committee

27th September 2007

Report of the Director of City Strategy

Conservation Area Appraisal for Proposed New Conservation Area

“The Nestlé / Rowntree Factory” : Consultation Draft

Summary

- 1 The report requests that a draft character area appraisal describing proposals for a new conservation area relating to the former Rowntree Factory site should be considered for approval for consultation purposes.

Background

- 2 The Nestlé South Development Brief was approved for use as non-statutory supplementary planning guidance by the Planning Committee on 31st May 2007. The brief provides guidance for redeveloping the south side of the existing Nestlé site, the area containing the majority of the earlier factory buildings. Buildings and land would become available for redevelopment following the implementation of business consolidation measures announced by Nestlé earlier this year.
- 3 Sections 6.8 and 6.9 of the Planning Brief describe the intention to designate part of the historic factory site as a conservation area. The conservation area designation, including the determination of its boundaries, would be informed by an appraisal.
- 4 Section 69 of the Planning (Listed Buildings and Conservation areas) Act 1990 requires local planning authorities to designate as conservation areas “areas of special architectural and historic interest the character or appearance of which it is desirable to preserve or enhance”. It is the quality and interest of an area, rather than of individual buildings, which is the prime consideration in identifying a conservation area.
- 5 Designation of a conservation area places obligations on the local authority to formulate and publish proposals for the preservation and enhancement of the area. The local authority must also pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area. The designation of a conservation

area for the Nestlé/Rowntree factory site would contribute towards achieving the overall vision and key objectives for the site as set out in paragraphs 1.17-1.18 of the Brief.

- 6 The conservation area appraisal has been carried out by an independent conservation consultant who was chosen through a selective tendering process. The format and initial content of the report were discussed with officers in the Design Conservation and Sustainable Development Section.
- 7 The draft appraisal is attached as **Annex A**. Section 4 of the appraisal sets out the explanation for the area covered by the proposed conservation area (refer to pages 13,14 &19) and it goes on to discuss the nature and line of the proposed boundary.
- 8 The proposed conservation area would centre on a zone either side of Haxby Road, between the former railway bridge to the south and the roundabout junction with Haley's Terrace to the north. This area is distinctive within the surrounding environment. It also retains the cohesion of the early factory design being an example of the integration of buildings, artefacts and landscape intended by successive owners of the Rowntree factory. It also includes buildings of agreed distinction with manufacturing buildings in close proximity to those designed for social welfare and culture. The larger site area has been intensively infilled in an ad-hoc manner driven by production needs. This has resulted in a much poorer quality of environment and a loss of legibility.
- 9 The area proposed for designation is the most visually accessible part of the complex and therefore it is likely that it best represents the wider factory in the public imagination. The physical survival of the area will preserve a significant element of the cultural and economic heritage of the City.

Consultation

- 10 This report seeks approval for a consultation process to take place. If Members agree the draft appraisal, including the proposed conservation area boundary, Public Consultation would be carried out. This would take place over a six week period and be based upon the methods used for other conservation areas. Consultees would include Local Ward Members, the Clifton Planning Panel, Amenity Societies. A leaflet drop to residents and non-residential properties surrounding the proposed conservation area will also be carried out. The map **Annex B** shows the suggested catchment area for the leaflet. Members should note that this would not be as extensive as the area chosen for the June 2007 leaflet drop about the Development Brief and masterplanning of the Nestlé South site. In that leaflet we promised to contact directly the properties more immediately adjoining the proposed conservation area. Officers considered this would target available resources effectively, bearing in mind the relatively restricted

size of the proposed conservation area. Additional publicity will be provided by lodging details at focal points in the community, such as schools, shops and libraries. See **Annex C** - Consultation Outline and **Annex D** – Consultee List.

Options

- 11 Option 1 - To approve the draft document for consultation and to approve the method and range of the consultation.
- Option 2 - To amend the draft document and/or change the method and range of the consultation process.
- Option 3 - Do not approve the draft document.

Analysis

- 12 Unless there are obvious errors or omissions option 1 is preferred to option 2; so feedback from the full consultation process can be assessed in a holistic way.
Option 3 would have major implications for the master planning process which is due to start in late Autumn. The legal status of the area would not be known and therefore the criteria against which design work takes place would be uncertain.

Corporate Priorities

- 13 The designation of a new conservation area for The Nestlé / Rowntree Factory would assist in improving the actual and perceived condition and appearance of this part of the City. The appraisal would provide a more informed basis for decision making during the masterplanning process and in the future.
- 14 Designation of a new conservation area would contribute to the Local Authority's statutory obligations to protect the historic environment under the Planning (Listed Buildings & Conservation Areas) Act 1990.

Implications

- 15 **Financial** - Production of the consultation documents and delivery costs would be met by existing budgets
- 16 **Human Resources** – No known implications
- 17 **Equalities** - Different formats of the consultation leaflet will be made available on request. Documents will be lodged in accessible locations.
- 18 **Legal** – No implications at this stage
- 19 **Crime and Disorder** - No known implications
- 20 **Information Technology (IT)** - No implications

21 **Property** – No implications

Risk Management

22 There should be no additional risks

Recommendations

23 Members are asked to approve the Draft Conservation Area Appraisal for the proposed new conservation area – The Nestlé / Rowntree Factory - for use as a consultation document using the consultation process set out above.

Reasons:

The appraisal has adopted a rigorous approach to the assessment of the area under the terms set out in the approved Nestlé South Development Brief, and the document accords with known guidance for conservation area appraisals.

The consultation method and range accords with previous practice.

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Report Approved Date 17/09/07

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Wards Affected: *List wards or tick box to indicate all*
Clifton, Skelton, Rawcliffe & Clifton Without, Huntington & New Earswick

All

For further information please contact the author of the report

Background Papers:

Nestle South Development Brief May 2007

Rowntree Cocoa Works York Historic Building Report August 2006

Annexes

Annex A – Nestle Rowntree Factory York Conservation Area Character Appraisal

Annex B – Map showing Proposed Area for Consultation

Annex C – Consultation Outline

Annex D – Consultee List

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THE NESTLE / ROWNTREE FACTORY YORK



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The proposal to create a new Conservation Area in York, centred on one of the oldest sections of the Nestlé / Rowntree factory, has been produced prior to the vacation and release for redevelopment of the southern part of the factory site, which lies roughly 1.5 km north of York city centre between Haxby Road and Wigginton Road. Together with other documents produced by the Council it aims to guide the future use and management of the site, as well as identifying for preservation and enhancement an area of the city which is of considerable social and architectural value.

The document has been prepared by Lindsay Cowle (Conservation Consultant) on behalf of York City Council, drawing on an historic building report for the Nestlé / Rowntree factory prepared by Hall Grey (architects) in 2006. The format and initial content were agreed with the Design, Conservation and Sustainable Development Section of the Council, and the document was approved by City of York Council on 7 August 2007.

I INTRODUCTION

- 1.1 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to designate as conservation areas “areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”.
- 1.2 Section 71 of the same Act requires local planning authorities to formulate and publish proposals for the preservation and enhancement of conservation areas and to submit them for consideration by the general public. Following designation, under Section 72 of the Act the planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area.
- 1.3 The Nestlé / Rowntree factory (originally known as the Rowntree and later Rowntree / Mackintosh factory) has been a major source of employment and income for the city for many years, as well as a visual landmark. The factory intends to vacate the southern part of its site, including some of the oldest and most prominent buildings, and the Council has prepared a Development Brief to guide the re-development of the site. English

Heritage has also assessed the buildings for possible ‘listing’. In parallel with this, it is considered that one area centred on Haxby Road, and including buildings in other ownerships, might justify designation as a conservation area.

- 1.4 This document examines the potential for designating a new conservation area, first considering the history and social value of the area, and then identifying an area suitable for designation (Sections 2-4). Finally, Sections 5-6 provide a character appraisal of the proposed area and identify opportunities for its enhancement.

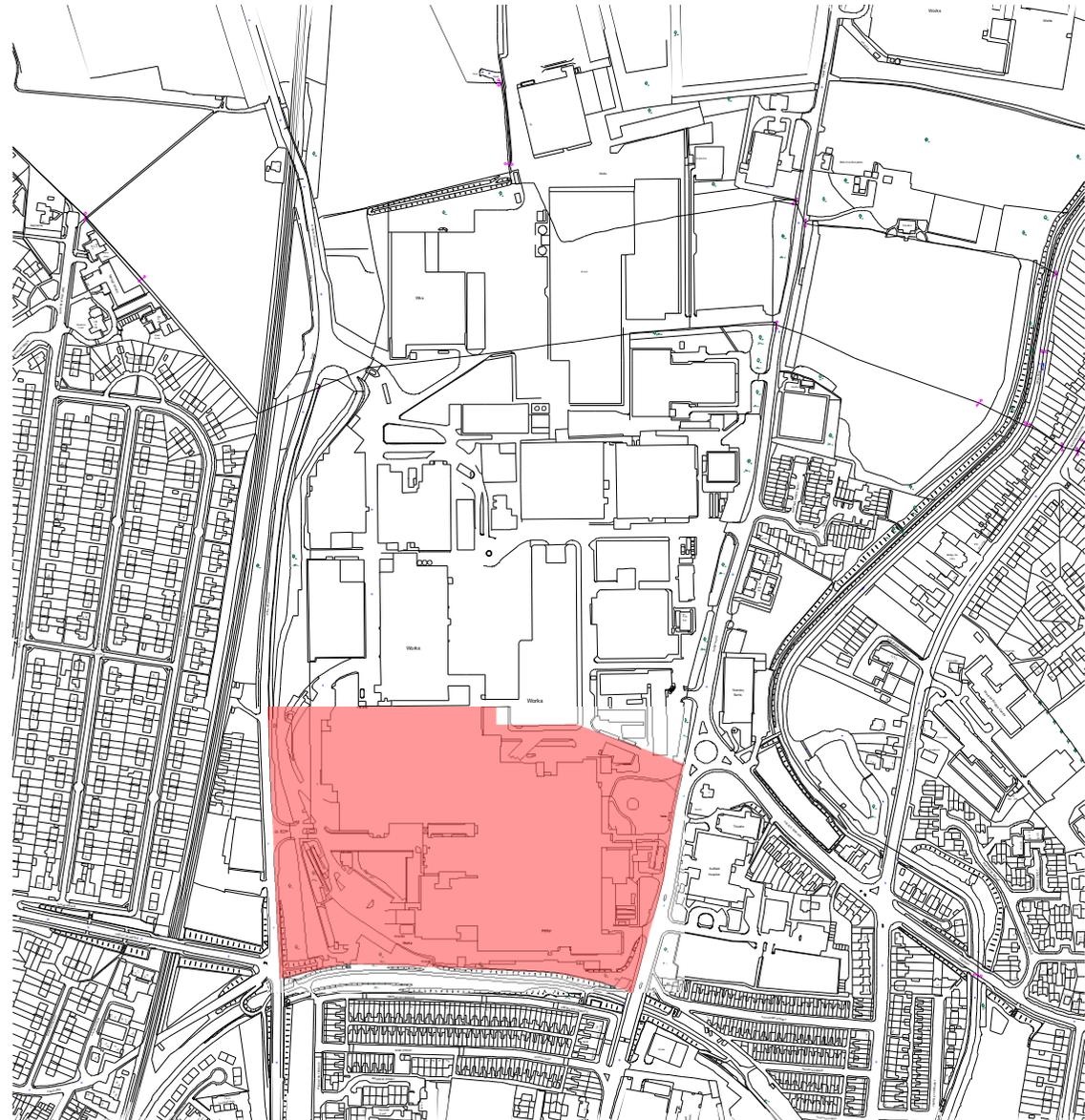


Haxby Road Factory Clock

2 LOCATION AND CONTEXT

2.1 The Nestlé / Rowntree chocolate factory is located roughly 1.5 km north of York city centre between Wigginton Road (to the west) and Haxby road (to the east), which are radial roads leading out of the city. It is bounded to the south by the Sustrans Foss Island cycle route, which is a former branch line of the old North Eastern Railway, beyond which are Victorian terraced houses. To the north of the site the company sports fields and allotment gardens open out into Green Belt countryside.

2.2 The site is relatively flat with only a slight fall southwards towards the city centre, but the southern part is elevated above the old railway cutting and the topography has been remodelled to raise the main roads to cross the railway by bridge. There is a mixture of building types on the site, reflecting the long evolution of the factory. They are set in a distinct rectilinear pattern and are generally utilitarian, designed for production purposes. The earliest buildings are to the south of the site and the most recent development to the north, away from the city centre.



Plan of Nestlé Rowntree site with area for redevelopment shown coloured

2.3 Mature trees, railings and ornamental planting around the edge of the site form a strong boundary, reducing the impact of the large factory buildings within and giving the impression of a factory within a landscaped setting: however, there is very little landscaping or planting within the complex itself. The site entrances are given a formal setting with ornamental planting, and are marked by a variety of structures such as free-standing clocks and security points.

2.4 Outside the factory limits, on the east side of Haxby Road, are a number of significant buildings once owned by or related to the factory but now in different ownership: these are (from south to north) the Nuffield Hospital (originally the factory Dining Block), the Grade II Listed Joseph Rowntree Theatre, and the Yearsley Baths.



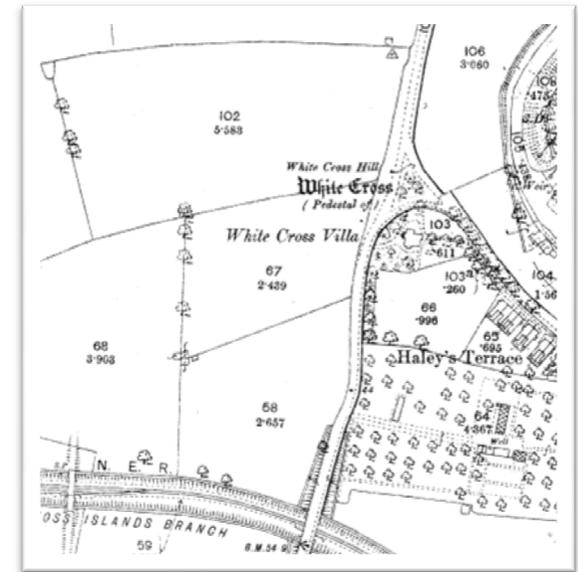
Aerial view of site from the south west

3 HISTORICAL DEVELOPMENT

- 3.1 Throughout the mediaeval period the area seems to have consisted of flat grazing land with few distinguishing features apart from the old 'White Cross' which originally stood on the Haxby Road and is shown on the early Ordnance Survey maps: this large, irregular stone is referred to in documents of 1374 and 1484 but appears to have been neither a cross nor a cross base but a stone block (perhaps incised with a cross) marking the grazing boundaries of the City and St Mary's Abbey. It was located at the junction with another ancient highway (now Haley's Terrace) but was moved to its present position in front of the Yearsley Baths when the road junction was enlarged shortly after the Second World War. In the post-mediaeval period the grazing land was converted to enclosed fields.
- 3.2 In 1879 the Foss Islands Branch of the North Eastern Railway was constructed, passing under Haxby Road and Wigginton Road (which were bridged) to connect the main Malton / Scarborough line to York's power station on Foss Islands Road. This accelerated the spread of the city suburbs along Haxby Road, and at some point in the 1880's Samuel Haley, the

Chief Constable of the city police, built Whitecross Villa facing the White Cross as a prestigious residence in what would have then been an isolated rural location: this distinctive white brick house with its corner turret is notable for its Gothic detailing. By 1890 a terrace of humbler houses had appeared along the south side of Haley's Terrace, presumably built by Samuel Haley as a speculative venture, and other terraces quickly followed.

- 3.3 The open site, bounded by the branch railway to the south and the main radial roads to east and west, offered an excellent opportunity for industrial development. It was bought by the firm H I Rowntree & Co, whose success and growth were outstripping its premises in North Street near the city centre. This Quaker-owned business was founded in the 1860's based on the manufacture of cocoa and chocolate, and boosted in the 1880's by the production of gum-based confectionery (fruit gums and pastilles) which hitherto had been almost exclusively made in France.



Extract from 1890 Ordnance Survey map



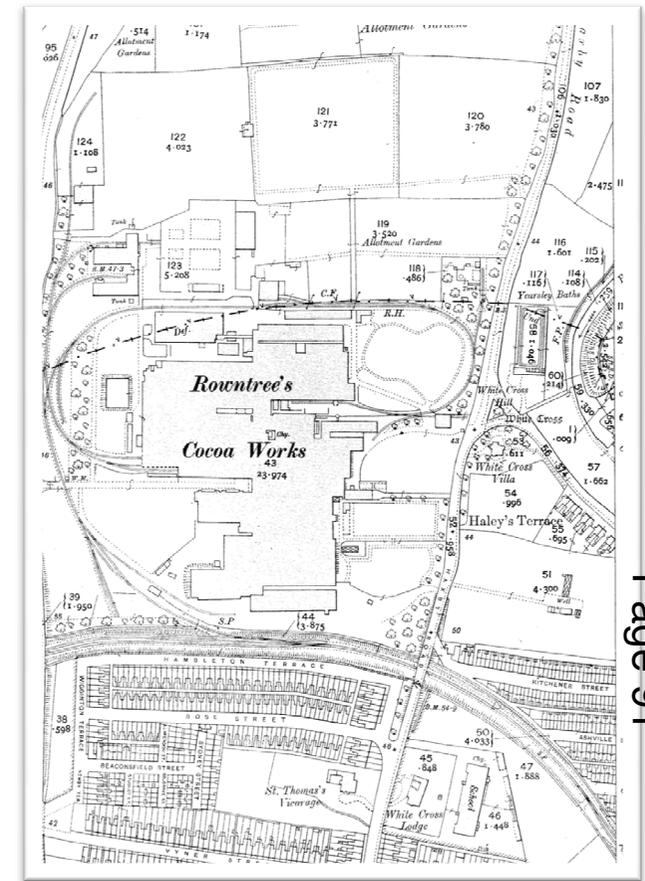
Whitecross Villa

3.4 In 1890 the company bought 29 acres of land on the present site and built new premises for manufacturing its gum products, with its main entrance on Wigginton Road and footpath access off Haxby Road. A further 31 acres were acquired in 1899. Part of the site was used for growing the fruit used for production, and the site was connected to the NER branch line via a private line which moved goods around the site and soon became the main method of importing and exporting.

3.5 In 1907 Rowntree moved all its production to the Haxby Road site and the factory continued to expand northwards, employing a workforce of 4,000 by 1910 and 6,000 by 1920. This period of rapid growth was led by Joseph Rowntree, who had been the head of the company since 1883 and who became Chairman when the company became Rowntree & Co Limited in 1897.



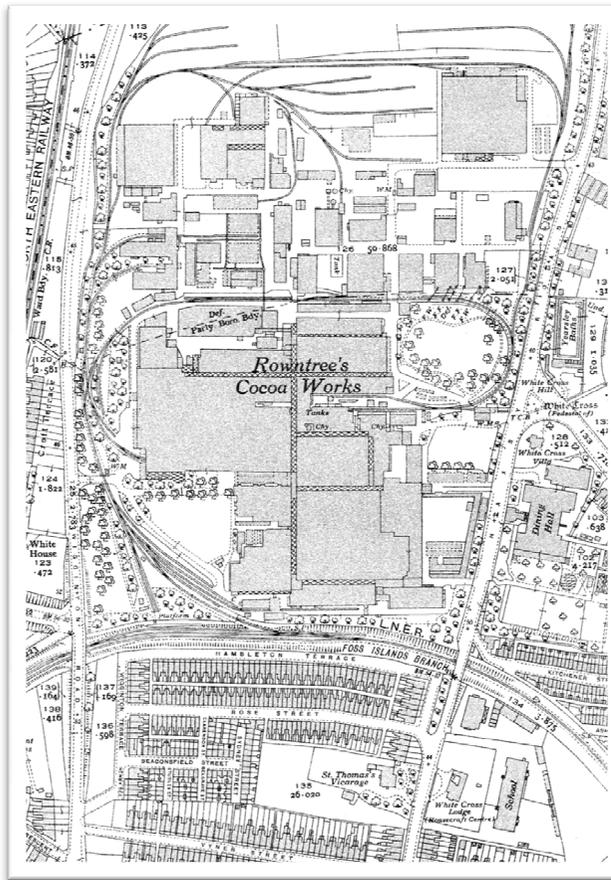
Almond Block Extension 1911



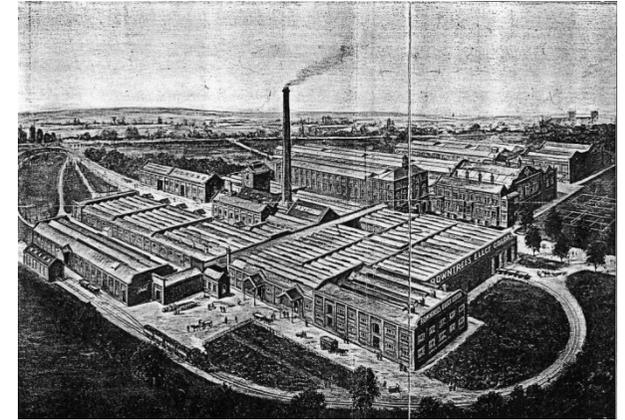
Extract from 1907 Ordnance Survey map

3.6 In the southern part of the site (which is the area of most architectural and historic interest) few of the late Victorian buildings still survive apart from the 2-storey General Office of 1896, but 3 major buildings survive from the period leading up to the First World War. The Melangeur Block (1906), the Almond Block (1907) and the Almond Block Extension (1911) are aligned west–east along the southern boundary of the site and are notable for their size (6 storeys high) and their innovative use of reinforced concrete. They were designed by the company’s in-house architects (W H Brown followed by W J Swain) and built by the company’s building department.

3.7 A new Dining Block for the factory workers (now the Nuffield Hospital) was built in 1913 on the opposite side of Haxby Road, possibly connected by subways under the highway. This pioneering reinforced concrete building included some of the longest concrete beams in the country, and included a gymnasium and school facilities for the workers.



Extract from 1937 Ordnance Survey map



Bird's eye view 1900 from the northwest



Dining Block 1913 (now Nuffield Hospital)

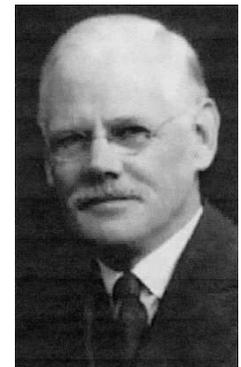
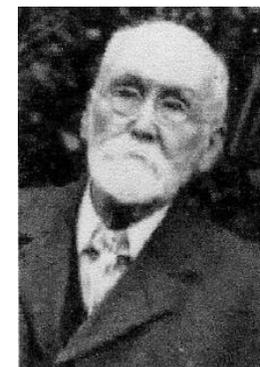
- 3.8 The expansion of the factory continued up until the start of the Second World War, and from this period by far the largest surviving building is the Cream Block (1936) and its northerly extension (1938) running northwards parallel to Haxby Road. This steel-framed building was clad in brick, finished at roof level with a distinctive band of white sculpted render.
- 3.9 As Quakers, the Rowntree family were philanthropic employers who were conscious of the poverty and unsanitary conditions that many of their workers endured at home and who set out to provide good conditions at work. In particular, Joseph Rowntree and his son Seebohm Rowntree were pioneers of social reform and industrial relations. The work of Seebohm Rowntree influenced the government to introduce the Old Age Pensions Act and the National Security Act.
- 3.10 Workers were provided with open, well lit and well ventilated accommodation, the free use of a staff doctor, dentist and optician, and free schooling for workers under 17 years of age. A pension scheme was introduced in 1906, a widows' pension scheme in 1916, and an annual week's holiday with full pay in 1918, and a 44 hour working

week in 1919. A Central Works Council for employees was created in 1919 and an unemployment scheme was introduced in 1921.

- 3.11 The company was also active in improving the amenities of the city in general. In 1909 the Yearsley Baths (originally open-air) were built by the company and presented to the city for public use, and in 1921 Rowntree Park was created and gifted. As a separate venture, Joseph Rowntree founded the garden village at New Earswick in 1901, further along Haxby Road, to provide good housing for any workers on low incomes.



Cream Block 1936



Joseph and Benjamin Seebohm Rowntree

3.12 After the death of Joseph Rowntree the Joseph Rowntree Memorial Library was built in 1927 on Haxby Road opposite the Dining Block, to the design of a distant relative, Frederick Rowntree. In contrast to the modernistic Cream Block behind this is a small but distinctive building, recently Listed as a Building of Special Architectural or Historic Interest (Grade II). The reasons for Listing entry are that ‘the library is an intact and unaltered example of an inter-war library: it has strong historical associations with the nationally important figure of Joseph Rowntree: it retains a large number of original fittings and fixtures of high quality: and it is an unaltered example of Arts and Crafts inspired architecture’.

3.13 Attractive gardens were laid out nearby for the workers’ enjoyment, with oak lamp posts carved by Robert Thompson (‘the Mouse Man’) of Kilburn.

3.14 The last building of historic interest from this era is the Joseph Rowntree Theatre, built in 1935 next to the Dining Block as a facility for the factory workers and Listed Grade II. The Listing entry describes it as ‘a rare example of

a surviving theatre from the mid-1930’s outside London, and an example of the progressive social policies of the Rowntree family towards their workforce’. It is in Arts and Crafts Movement style and the architect was Barry Parker whose practice (Parker and Unwin) was responsible for the garden village at New Earswick and who went on to design Letchworth Garden City and Hampstead Garden Suburb. The theatre is still in active use and managed by a charitable body.

3.15 Following the Second World War little further development took place as the country went through a period of economic recovery, and the company concentrated on developing its markets abroad. In 1969 the company merged with John Macintosh and Sons to become Rowntree Mackintosh Ltd, and development thereafter concentrated on building new and larger single storey production lines and warehouses, often replacing the earlier buildings. By 1979 the Rowntree site had grown to 149 acres, of which 71 acres were occupied by factory buildings and car parks, 55 acres were agricultural land, and 23 acres were sports fields.



Joseph Rowntree Memorial Library 1927



Joseph Rowntree Theatre 1935

- 3.16 By the 1980's the factory had reverted to road transport for its import and export of goods and the Foss Islands Branch Line was closed: it has since been converted to a cycle track as part of the national cycle network. In 2003 the Dining Block was sold to the Nuffield Hospital and is now a private hospital.
- 3.17 In 1988 the company was purchased by the Swiss firm Nestlé but the site has retained its former name as the Rowntree Works. It is currently one of the largest employers in York, with a workforce of around 1,800.
- 3.18 The work of social reform started by the Rowntree family still continues through the Joseph Rowntree Foundation (which addresses housing and poverty in the United Kingdom) and the Joseph Rowntree Charitable Trust (which operates internationally).



Almond Block Extension viewed from the former Foss Islands Branch railway line



Key to Significant Buildings
(reading left to right)

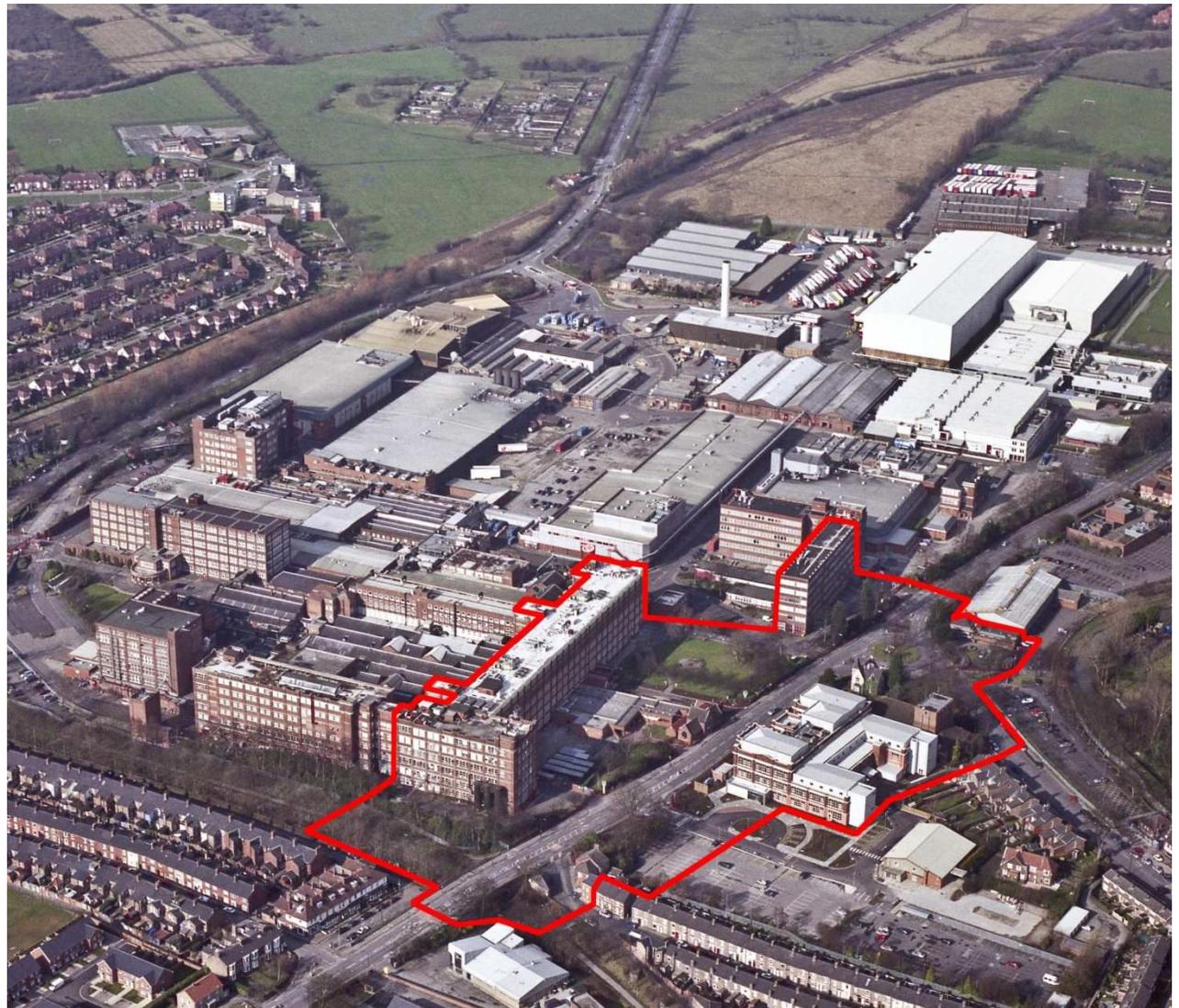
- Melangeur Block 1906
- General Office 1896
- Almond Block 1907
- Almond Block Extension 1911
- Cream Block 1936
- Joseph Rowntree Library 1927
- Dining Block 1913 (Nuffield Hospital)
- Whitecross Villa 1880's
- Joseph Rowntree Theatre 1935
- Yearsley Baths 1909 and White Stone

Aerial view from the south east

4 THE PROPOSED CONSERVATION AREA

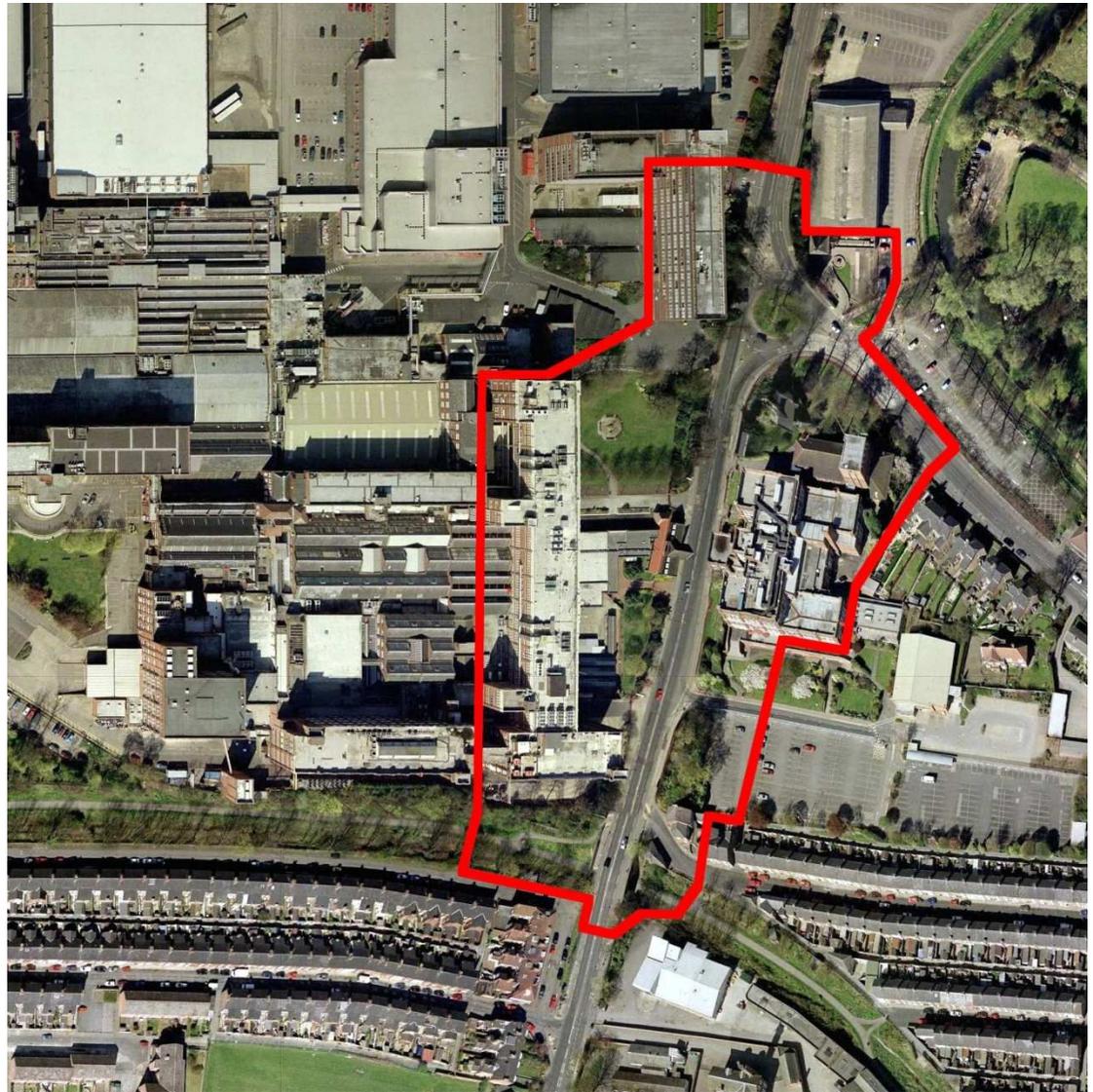
- 4.1 Nestlé / Rowntree announced plans in September 2006 to redevelop the site, making a large capital investment in the northern part of the site but vacating the southern part (comprising around 40% of the total area), which contains the older buildings less suited to modern manufacturing or upgrading. The southern part of the site is therefore to be sold for redevelopment.
- 4.2 York City Council has prepared a brief for the redevelopment of the site (the Nestlé South Development Brief May 2007) which as one of its key objectives calls for redevelopment which ‘retains factory buildings of agreed distinction...’ (Objective K01). To this end an initial Historic Buildings Assessment report was prepared by Hall Grey Architects on behalf of Nestlé in August 2006, and English Heritage has carried out a recent evaluation for potential statutory listing of specific buildings, as a result of which the Joseph Rowntree Memorial Library is to be Listed (Grade II).
- 4.3 Another key objective of the brief is for redevelopment which ‘respects the character and fabric of factory buildings fronting Haxby Road, together with the library, theatre and Nuffield Hospital
- and safeguards the wider character of the area and the setting of the historic city’ (Objective K02). The brief considers that these buildings reinforce the positive identity of York and their loss would seriously diminish the sense of place, and states that ‘The Council will be looking to designate the buildings and spaces either side of Haxby Road (between the bridge and the roundabout and extending part way along the former Foss branch line cutting) as a Conservation Area’.
- 4.4 Areas can only be designated as conservation areas when they are of “special interest” in the local context, based on consistent criteria. However, there are no nationally adopted criteria, and the Council is therefore free to define the conservation area as it wishes. Designation means that extra planning controls would apply to assist in the preservation or enhancement of the character and appearance of the area, and the future development of the Nestlé South site would be informed by the Character Appraisal.
- 4.5 The role and extent of the proposed conservation area has been considered in relation to the various other planning
- mechanisms which are available to protect the heritage and other townscape assets of the site, as described below.
- 4.6 Firstly, in respect of the preservation of historic buildings of national importance, the English Heritage evaluation has been completed and, whilst there is no obligation for the area to include them, all the Listed buildings will be included in the proposed conservation area. In addition, the area can be used to protect unlisted buildings of local interest, and other townscape features of value.
- 4.7 Secondly, the Nestlé site is characterised by mature trees and planting along its boundaries which are of townscape, amenity and wildlife value and which may need to be protected. Any trees and planting within the conservation area would become protected, but any trees outside the conservation area could be protected by Tree Preservation Orders.

- 4.8 Thirdly, although excluded from the conservation area, any development of adjoining sites which might affect the setting of the conservation area can be subject to more rigorous control through normal planning powers.
- 4.9 Lastly, the Council as Local Planning Authority can protect features within the Nestlé site through the specific development brief for the site and the development control process.
- 4.10 A further consideration, bearing in mind that conservation area designation is aimed at preserving and enhancing the existing, is that too extensive a coverage of the Nestlé site would reduce its redevelopment prospects.
- 4.11 It is therefore considered that the need for a conservation area is limited to a relatively small and tightly defined area focussed on that part of Haxby Road between the disused railway line bridge and the roundabout junction with Haley's Terrace.
- 4.12 The proposed conservation area is illustrated on the plan and aerial photograph attached. The scope of the conservation area has been decided by the following issues:



Aerial view from the south east showing the proposed conservation area

- 4.13 To the west of Haxby Road the area is mainly bounded by the Cream Block and the Almond Block Extension, which are large, prominent and very distinctive buildings confirming the industrial nature of the area. Of the manufacturing complex they are probably the two buildings which are most familiar to the general public. Between these buildings and Haxby Road the landscaped factory gardens, the clocks and the Joseph Rowntree Library are important features which would all be included in the area.
- 4.14 The conservation area would stop at the western edges of the Cream Block and Almond Block Extension and would exclude the Almond Block and the Melangeur Block. Whilst these may be of industrial interest they are much less prominent visually, and their inclusion as an offshoot to the conservation area would be an awkward contrivance. Likewise the original Office Block is excluded, since it stands in the centre of the redevelopment site surrounded by buildings of much less interest. If it is felt that these buildings are worthy of preservation a more suitable means of protecting them would be by the constraints of the Planning Brief.



Vertical aerial view showing the proposed conservation area boundary

4.15 At the southern end of Haxby Road the bridge over the former railway line acts as a definite boundary between the factory site and the city suburbs, and the railway itself was a major reason for the factory to be developed here. Although somewhat obscured, the original brick arch bridge survives on the eastern side. The bridge and a short stretch of the former railway line are therefore included.

4.16 The railway line with its margins of mature trees is a major amenity extending in both directions, but it requires to be protected through alternative planning powers rather than through a wider extension of the conservation area.

4.17 To the east of Haxby Road the conservation area would include the three principal buildings (the Dining Block, the Joseph Rowntree Theatre and Whitecross Villa) and their immediate grounds. At the southern end it would ensure a high degree of control over the land attached to the Nuffield Hospital and fronting onto Haxby Road (part of which is planted) in order to ensure compatibility with the rest of the road frontages. At the northern end it would include the

mature trees in the grounds of Whitecross Villa which define the corner with Haley's Terrace and frame the roundabout.

4.18 The northern end of the conservation area is defined by the roundabout junction with Haley's Terrace. To the southeast of the junction the carpark bounding the River Foss is not included as it is not considered to be a critical component of the conservation area, but it will be afforded additional controls as part of the Foss Walkway Project. To the northeast the area would include the original frontage to the Yearsley Baths but not the main building (which is currently being rebuilt), and it would include the White Stone to the front.

4.19 To the northwest of the junction the area would include the large modern office block set back from Haxby Road behind a planted buffer. The purpose would not be to protect this building but to ensure that any redevelopment in the future was well controlled. The existing building is very prominent when approaching the roundabout from Haley's Terrace and from elsewhere, but the boundary treatment is a natural continuation of that to the south.



Yearsley Baths and the White Stone



Modern office block opposite roundabout

5 CONSERVATION AREA APPRAISAL

- 5.1 The conservation area is best described in a south-north direction travelling out of the city centre. Haxby Road forms the axis of the conservation area, whose buildings and other features are mostly clustered around the straight section of road between the former railway bridge (to the south) and the roundabout junction with Haley's Terrace (to the north). It is a relatively compact area, many of whose principal features can be seen from single vantage points along the road.
- 5.2 The conservation area has a very limited number of important townscape views. The view northwards from the bridge travels the full length of the area and, more sinuously, continues past the roundabout and into a tree-lined road of semi-rural appearance. In the reverse direction, views southwards travel the full length until checked by the bridge, but it is an attractive characteristic that York Minster stops the longer view: this provides an important visual and symbolic link between the historic city and the more modern factory.
- 5.3 The former railway bridge at the south end of the area provides a distinct entrance and visual containment

to the area as it rises and falls again over the former railway cutting. The former railway line was fundamental to the choice of location for the factory, and the cutting now provides a leafy footpath and cycleway. Although doubled in width on its west side, and heavily re-modelled, the eastern side of the bridge is still intact and its attractive brick arch remains unspoiled when viewed from that side.

- 5.4 The Almond Block Extension (1911) is a powerful industrial building which dominates the southern part of the area and is visible outside the conservation area, terminating views northwards along Haxby Road. Its skyline and the modelling of its south-east corner turret are distinctive features. Attached to it on the north, the enormously long Cream Block (1936-8) forms much of the western boundary of the area, and its basic industrial design is softened by its moulded and light-painted top render band. These two buildings are probably the best known of the factory buildings, and the most presentable: they span a period of critical growth for the factory, and their different designs complement each other.



View southwards along Haxby Road, Library and Almond Block Extension on right



Almond Block Extension – corner turret

5.5 The setting of the Cream Block is enhanced by the ornamental gardens which separate it from Haxby Road, including the flower-bordered pathway running up the main entrance, all of which demonstrate the Rowntree philosophy of creating a humane and attractive environment for their workers. The clocks standing at the factory entrances are eye-catching features, designed with great care.

5.6 Several other buildings, on both sides of Haxby Road, testify to the care afforded to their workers by the Rowntree family, and the respect which they earned in return. The Joseph Rowntree Memorial Library has a classically inspired exterior, with a timber framed interior of 'Arts and Crafts' character, and although small by comparison with the factory buildings behind it is set against gardens and other lower buildings which give it stature. It is, however, somewhat marred by a modern poorer quality extension to the rear. The Dining Block opposite is another powerful and very elaborate building, bearing in mind its original function.



Gardens in front of Cream Block



Factory clock on Haxby Road

5.7 The Joseph Rowntree Theatre is another amenity of great quality and benevolence. The continued use of the theatre for its original purpose, enlivens the area at night, and accentuates the extraordinary character of the area as one of industry but bounded by social and cultural responsibility.

5.8 Towards the north end of the area Whitecross Villa is unusual in being unrelated to the factory, but is the oldest building in the area and of considerable presence and quality: it is prominent in the streetscape when viewed from the north and its corner turret is a striking feature.

5.9 Various details throughout the area provide a sense of unity and quality. The mature trees and shrub banks lining the Rowntree site frontages are attractive and well-tended, and the original cast iron railings and gates are simple but were given a degree of decoration beyond what was strictly necessary. Whitecross Villa is fortunate to have been bounded by the same railings as the rest of the Rowntree factory. The mature trees within the grounds of Whitecross Villa, and to a lesser extent the Nuffield Hospital, also make a great contribution to the character of the area.



Roof finial to Whitecross Villa



Typical factory railings

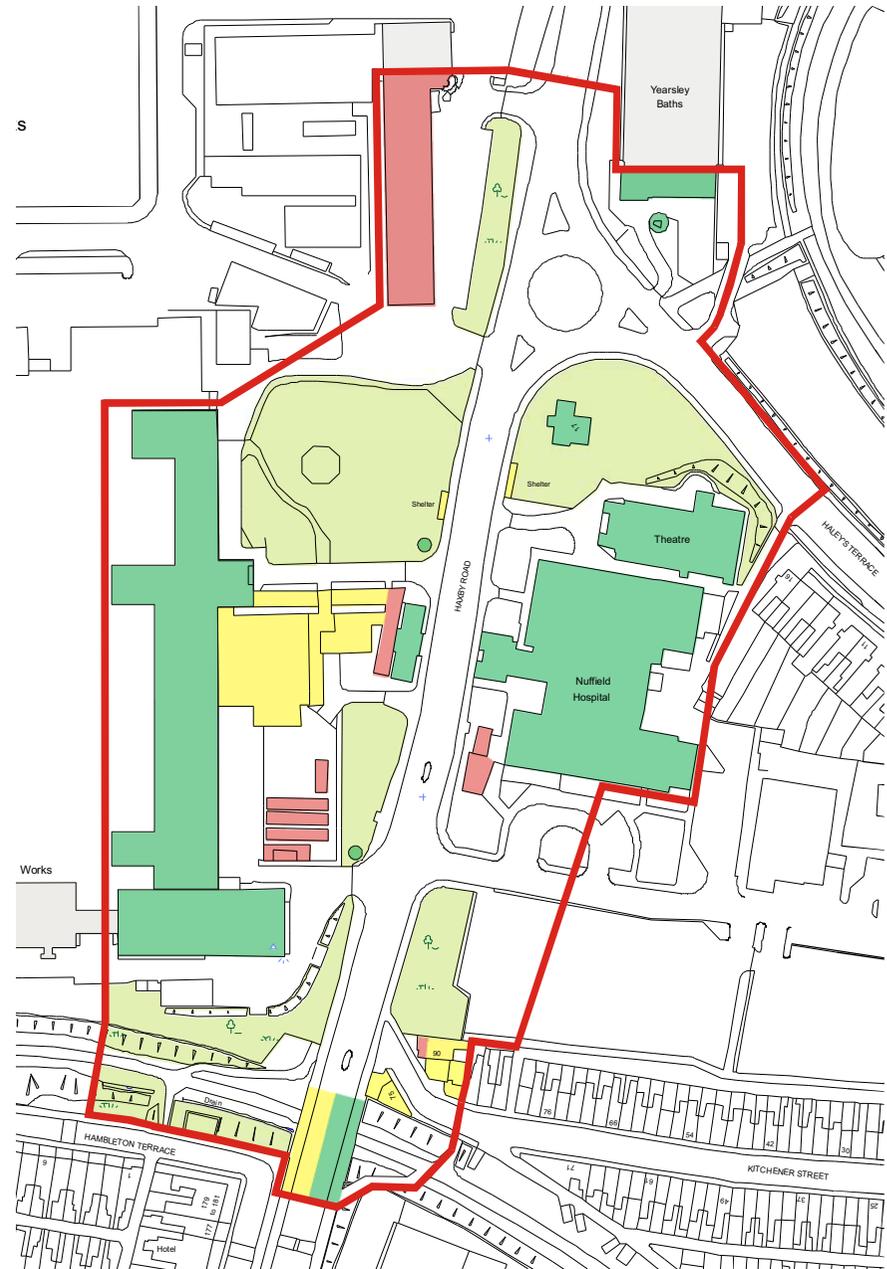


Railings to Joseph Rowntree Library

5.10 Finally, the Yearsley Baths building beyond the roundabout, built as a gift to the city, is another reminder of the benevolence of the Rowntree family and the economic success of their enterprise. The frontage building presents a modest but attractive elevation to Haley's Terrace, but the more elaborate frontage to Haxby Road is now sadly obscured by foliage. The ancient White Stone lies rather incongruously in front of the Baths, in municipal landscaping.

5.11 The conservation area would contain many buildings and features of positive value and relatively few of detriment. An evaluation of the various elements is shown on the attached plan.

- Buildings and features of positive value to the area
- Landscaped / planted areas of positive value to the area
- Buildings and features of neutral value to the area
- Buildings and features detrimental to the area



6 FUTURE MANAGEMENT SUGGESTIONS

6.1 If the conservation area were to be accepted its management would be the subject of a detailed Management Plan to be prepared later. This report does not include a draft Management Plan but makes some suggestions for the physical enhancement of the conservation area, as follows:

6.2 The landscaping to the front of the Yearsley baths could benefit from being improved, including thinning out the shrubbery etc against Haxby Road to expose the original frontage with its carved stone lettering. The signage on the Baths should also be reduced and improved.

6.3 As part of this re-landscaping a plaque should be provided explaining the history of the White Stone Cross, and consideration might be given to reinstating it on its original site on the roundabout.

6.4 The telephone wires crossing Haxby Road north of the roundabout are rather obtrusive and would be better routed below ground.

6.5 The pavement surfaces on the west side of Haxby Road, north of the Library, have been badly disfigured by services trenches and ad hoc patching and could benefit from resurfacing.

6.6 Some of the original steel railings on either side of Haxby Road (particularly facing the Almond Block Extension and enclosing the Nuffield Hospital) have been replaced with modern steel palings. The original fencing gives unity and rationale to the area and if possible the new railings should be replaced with the original (if salvaged) or new to match.

6.7 Following on from the above, some railings on Haxby Road have been painted in different colours following separations of ownership: it would enhance the conservation area and add logic if the colours could be unified.

6.8 The plant rooms recently added to the roof of the Nuffield Hospital (- the former Dining Block -) are visually obtrusive but have been finished in a light colour: it would be beneficial for them to be given an even lighter finish to reduce their impact further.



Yearsley Baths original entrance detail



The White Stone

- 6.9 The brick plant room and timber screened plant enclosure recently placed to the side of the Hospital and close to Haxby Road are rather obtrusive visually: ideally they should be relocated, but otherwise consideration might be given to screening them with plants and reducing the height of the timber fencing.
- 6.10 Providence House a short distance north east of the bridge (at the end of Kitchener Street) is a modest Victorian house damaged by a modern front extension: improvement to its frontage would benefit the area.
- 6.11 The vegetated margins of the cycle track (- the former railway line -) could benefit from being tidied up either side of the bridge.



Robert Thompson's "signature" – the carved mouse on the garden lampposts

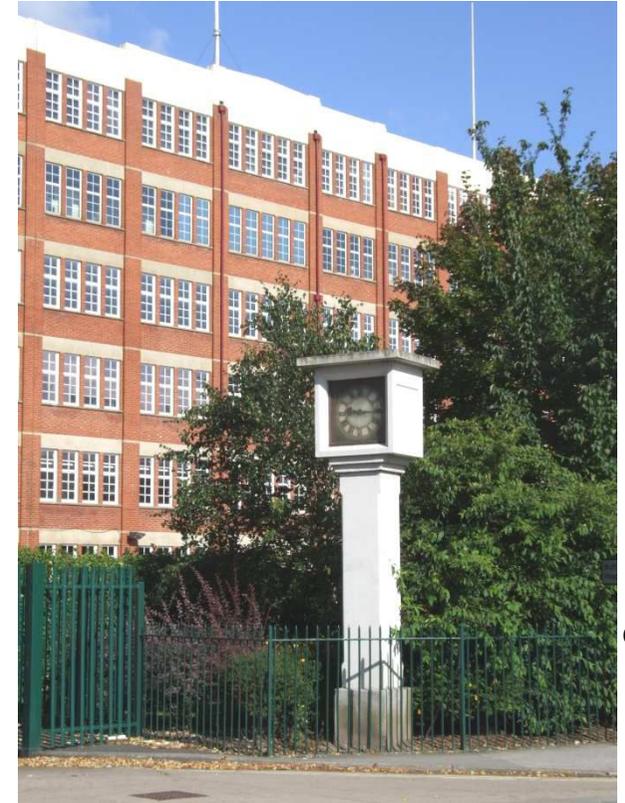
7 SUMMARY

- 7.1 The Nestlé / Rowntree factory has played a major role in the economy and social history of the city since the late 19th century, and has been an outstanding example of enterprise combined with philanthropy, through the philosophies of Joseph and Seebohm Rowntree. The Rowntree family has assumed national importance for their enlightened views on industrial management and the alleviation of poverty, and has bequeathed to the city several buildings of architectural and social value.
- 7.2 It is therefore considered appropriate, at a time when the oldest part of the factory site is redundant and being considered for redevelopment, that the city should seek to conserve some of the most significant and best known buildings and features of the factory site, focussed on Haxby Road, together with other buildings on Haxby Road of historic importance.
- 7.3 The City Council has prepared a development brief for the Nestlé / Rowntree site but considers that the architectural and historic character of

the area is most appropriately preserved through the designation of a new conservation area. This report defines and recommends a proposed conservation area which would preserve the most critical elements, whilst at the same time leaving adequate latitude for the development of the surplus factory land.

- 7.4 This report has been prepared in parallel with another appraisal by English Heritage, to consider whether any specific buildings are eligible for Listing as Buildings of Special Architectural or Historic Interest, as a result of which the Joseph Rowntree Memorial Library has been Listed (Grade II). Both of the two Listed Buildings in the area (- the Library and the Joseph Rowntree Theatre -) are included in the proposed conservation area.
- 7.5 It is therefore recommended that the proposed conservation area is now subject to public consultation, with a view to designation.

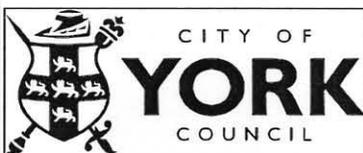
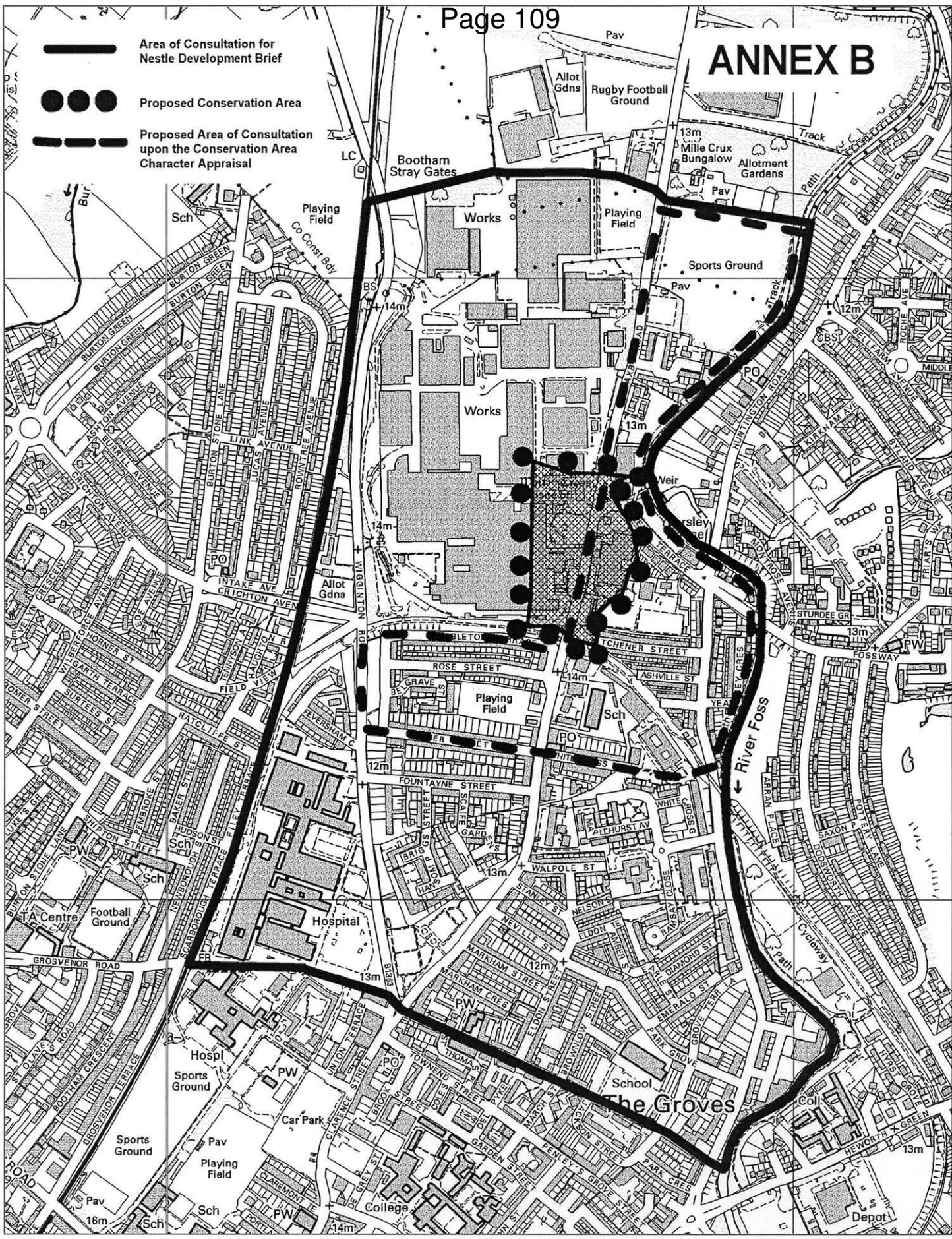
York City Council September 2007



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ANNEX B

-  Area of Consultation for Nestle Development Brief
-  Proposed Conservation Area
-  Proposed Area of Consultation upon the Conservation Area Character Appraisal



CONSERVATION AREA CHARACTER APPRAISAL PUBLIC CONSULTATION

SCALE 1:8000
Originating Group

DRAWN BY PSL
Project

DATE 5/9/2007
Drawing No.

NSCAA



9, St. Leonards Place, York, YO1 2ET
Telephone: 01904 551550

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Nestle/Rowntree Factory Conservation Area Character Appraisal Consultation Outline

Outline

Who	Including	Method
Residents + Business's within proposed CA boundary	All properties within the proposed CA boundary (see map). To be delivered by hand.	Letter explaining proposed new CA + consultation Summary leaflet + response slip
Residents + Business's within set consultation area	All properties within the set consultation area (see map). Approx 620 properties. To be delivered by hand and also posted to all on 'Keep Informed List'.	Summary leaflet + response slip Copies of CACA in local venues* CYC website
Specific + General Consultation Bodies / Locally Identified Groups	Nestle & Partners (landowners) Clifton Without Parish Council Clifton Planning Panel Conservation Area Advisory Panel York Open Planning Forum 20 th Century Society English Heritage Council of British Archaeology York Civic Trust CPRE + (to be finalised – See Consultee List)	CACA document Covering letter CYC website
Internal CYC	Clifton Ward Members Skelton, Rawcliffe & Clifton Without Ward Members. Huntington & New Earswick Ward Members John Oxley, Archaeologist Janine Riley, Conservation Bob Missin, Countryside Officer Esther Priestley, Landscape Architect Martin Grainger, Forward Planning Simon Glazier, Development Control Nicki Terry, Neighbourhood Pride Officer + (to be finalised – See Consultee List)	CAA document/electronic version Covering email CYC website
Wider Community	City wide	Press release CYC website Copies of CACA in local venues* Ward Committee/Your Ward

* Copies of CACA in local venues including: Nestle Reception, Joseph Rowntree Memorial Library and Post Office/shop (subject to permission). Also New Earswick & Central Library and St Leonard's Place Reception

We feel that a drop-in session/ public meeting would not be appropriate in this case, given the technical/ factual nature of the document, and the fact that the developer is to be undertaking master-planning events around the same time.

Key Dates

- Consultation Preparation throughout **(September)**
- Draft CACA to **27 September Committee** for approval to go out to consultation
- 6 week consultation from **Friday 5th October to 16th November 2007**
- Process responses and prepare Committee report **(November)**
- Final CACA to Committee to be approved **(December)**

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CONSULTEE LIST - THE NESTLE/ROWNTREE FACTORY CONSERVATION AREA CHARACTER APPRAISAL						ANNEX D	
NAME	POSITION	ORGANISATION	ADDRESS 1		ADDRESS 2	ADDRESS 3	
Cllr Douglas	Clifton Ward Member		City of York Council				
Cllr King	Clifton Ward Member		City of York Council				
Cllr Scott	Clifton Ward Member		City of York Council				
Cllr Moore	Skelton, Rawcliffe + Clifton WO Member		City of York Council				
Cllr Watt	Skelton, Rawcliffe + Clifton WO Member		City of York Council				
Cllr Waudby	Skelton, Rawcliffe + Clifton WO Member		City of York Council				
Cllr Hyman	Huntington + New Earswick Member		City of York Council				
Cllr Orrell	Huntington + New Earswick Member		City of York Council				
Cllr Runciman	Huntington + New Earswick Member		City of York Council				
Mr G A Cheetham	Clerk	Clifton Without Parish Council	11 Briergate	Haxby	York	Y032 3YP	
Mrs F M Nicholson	Clerk	New Earswick Parish Council	40 Park Avenue	New Earswick	York	Y03 4BD	
Mrs M Knaggs	Clerk	Clifton Planning Panel	69 Kingsway North		York	YO30 6JQ	
Mr Ian Mckinlay	Site Facilities Officer	Nestle & Partners	Nestle Rowntree	Haxby Road	York	Y09 11XY	
Ms Alison Fisher		English Heritage	Yorkshire Area Office	37 Tanner Row	York	Y01 6WP	
Sir		Council for British Archaeology	St Mary's House	66 Bootham	York	YO30 7BZ	
Sir	Coordinator	Twentieth Century Society	70 Cowcross Street		London	EC1M 6EJ	
Alison Sinclair	Chair	York Open Planning Forum	25 Norfolk Street		York	Y023 1JY	
Verlie Riley		Conservation Area Advisory Panel	City of York Council				
Cedric Dennis	Assistant Director	Joseph Rowntree Trust	The Homestead	40 Water End	York	YO30 6WP	
Dr G Woolley	Chair	CPRE (York and Selby District)	Woodstock House	Church Street	Barkston Ash	Tadcaster LS24 9PJ	
Mr Steve Roskams		York Archaeological Forum	Dept. of Archeology	University of York	Kings Manor	Y01 7ED	
Mr P Brown	Director	York Civic Trust	Fairfax House	Castlegate	York	Y01 9RN	
Mr Ivan Martin		Yorkshire Architectural and York Archaeological Society	6 Manor Park Grove	Rawcliffe	York	YO30 5UE	
Mr N Long	Headteacher	Haxby Road Primary School	154 Haxby Road		York	Y031 8JN	
Gillian Cruddas	Chief Executive	York Tourism Bureau	City of York Council				
Sir		Yorkshire Tourist Board	312 Tadcaster Road		York	YO24 1GS	
Len Cruddas	Chief Executive	York & NY Chamber of Commerce	Arabesque House	Monks Cross	Huntington	YO32 9WN	
Dave Stevens	Area Manager	Sustrans	The Rotunda	New Station Street	Leeds	LS1 4DT	
Judy Jones	Heritage Advisor	Yorkshire Waterways	Fearns Wharf	Neptune Street	Leeds	LS9 8PB	
Martin Grainger	Principle Forward Planning Officer	CYC City Development	City of York Council				
Derek Gauld	Principle Development Officer	CYC City Development	City of York Council				
Esther Prestley	Landscape Architect	CYC DCSD	City of York Council				
John Oxley	City Archealogist	CYC DCSD	City of York Council				
Simon Glazier	Area team Leader (East)	CYC Development Control	City of York Council				
Nicki Terry	Clifton Ward Neighbourhood Pride officer	CYC Neighbourhood Pride	City of York Council				

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