



Notice of meeting of

Local Development Framework Working Group

To: Councillors Reid (Chair), D'Agorne, Horton, Hudson, Merrett, Moore, Simpson-Laing, Waller, R Watson and Watt

Date: Tuesday, 24 July 2007

Time: 5.00 pm

Venue: The Guildhall

AGENDA

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**

At this point in the meeting, members of the public who have registered their wish to speak, regarding an item on the agenda or an issue within the remit of the Working Group, may do so. The deadline for registering is 5.00 pm on Monday 23 July 2007.

3. **York Northwest Area Action Plan** (Pages 3 - 308)

This report outlines the work carried out on the first stage of the Area Action Plan. Members comments are sought on a draft Issues and Options document with accompanying Sustainability Statement. The preparation of this document is within the timescale agreed within the Local Development Scheme. It is anticipated that the documents will be reported to Executive in September with public consultation following this in the autumn.

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

Democracy Officer:

Name: Sarah Kingston

Contact details:

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- 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
- Copies of reports

Contact details are set out above.

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Holding the Executive to Account

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:

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- 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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Meeting of the Local Development Framework
Working Group

24 July 2007

Report of the Director of City Strategy

YORK NORTHWEST AREA ACTION PLAN

Summary

1. This report outlines the work carried out on the first stage of the Area Action Plan. Members comments are sought on a draft Issues and Options document with accompanying Sustainability Statement. The preparation of this document is within the timescale agreed within the Local Development Scheme. It is anticipated that the documents will be reported to Executive in September with public consultation following this in the autumn.

Background

2. At a meeting of the Executive on 27 February this year Members agreed to a timetable for the preparation of an Area Action Plan for York Northwest. This timetable was then incorporated into the Local Development Scheme.
3. Members also noted at the meeting in February this year the consultation reports and consultation strategy prepared as part of the York Central work. It was agreed that this consultation strategy work would be carried through to inform the public consultation on York Northwest.
4. On 5 June 2007 Members of this Working Group agreed, with amendments, a Scoping Report for the Sustainability Appraisal work on the AAP. This document had been the subject of statutory consultation. The Scoping Report provides the methodology and framework for the preparation of the Sustainability Appraisal on the Issues and Options work.
5. The draft Issues and Options document has been prepared by Nathaniel Lichfield and Partners, the planning consultants engaged to work on this, with detailed input from officers. Funding for this is being provided by Yorkshire Forward.

Issues and Options Documents

Style and Format

6. In working with the consultants on this, officers have looked at the emerging plans being produced elsewhere by local authorities and the Planning Inspectorate's comments on plans being considered. As new planning documents there is no set format, content or style for Area Action Plans. The

content of the document is therefore based on an interpretation of the guidance and the best informed judgement given the experience elsewhere. The format and 'house style' of the document will be consistent with the Core Strategy Issues and Options document.

7. The York Northwest Issues and Options documents include,

- **Issues and Options Document (Appendix 1)**

The Issues and Options document forms the main document outlining the key issues relevant to each topic area which need to be addressed and identifies a number of different options for developing the area, for comment.

Initial views expressed by the public during consultation on the draft Consultation Strategy for York Central last summer have been taken into account in developing this document. (Details of the comments made are set out in the baseline report in Section 4).

- **Baseline Report (Appendix 2)**

This provides the background context with the key social, economic and environmental characteristics of the area. It also gives an overview of the main technical evidence base currently available.

- **Scoping Report for the Sustainability Appraisal**

The Scoping Report has been revised following consultation and Members comments and is now available on the York Northwest web site, http://www.york.gov.uk/environment/Planning/Major_developments/York_northwest/

- **Sustainability Statement (Appendix 3)**

This statement summarises the key sustainability matters arising from the Issues and Options document by assessing the options put forward against the sustainability objectives set out in the Scoping Report.

- **Executive Summary**

The Executive Summary will be produced as part of the revised draft work to be taken to Executive for consideration.

Background Evidence

8. The technical work in support of the Issues and Options document is outlined in the Baseline Report which should be read in conjunction with the main report. The baseline report refers to the regional and local context and the main evidence base studies undertaken to inform the development of the Local Development Framework.
9. These studies include those which are city wide and those which have been undertaken specifically to consider various area wide issues. Appendix 4, attached to this report summarises the evidence studies which have been used

to produce the Issues and Options Report. Further technical work will be required and will be produced to inform the ongoing work on the Area Action Plan. This will include specific studies and a financial viability assessment of the Preferred Option stage. Other work is also ongoing in relation to transport/access matters.

Content

10. The report is structured around key topic areas, employment, housing, social infrastructure, transport, culture and tourism, open space and built sporting facilities and urban design. For each of these, key issues are identified and the ideas/opportunities leading from these are put forward.
11. From the advice received by the Government Office, Issues and Options documents should clearly set out the key issues relevant to the specific area, be locally distinctive and outline a number of different alternative approaches in taking forward the future development of an area.
12. In the case of York Northwest, the document has an overarching theme of promoting sustainable development which benefits all sectors of society. This reflects the approach taken in the Community Strategy for the Sustainable City. The document outlines the key issues for the area, for example
 - provide new employment opportunities
 - assist in meeting housing needs for the City
 - meeting the social needs of the new community
 - promote opportunities to enhance the tourism potential of the area
 - facilitating new transport infrastructure into the site
 - promoting high quality development which complements York's historic core
13. The preparation of development plan documents necessitates full consideration be given not only to the land use elements but also the environmental, economic and social relationships in the development of land. The work on each topic area aims to address these relationships and the programmes of other infrastructure and service providers.
14. The York Northwest Issues and Options Report takes account of the Community Strategy, together with the relevant regional and local strategies, for example, the Local Transport Plan 2, Air Quality Action Plan, Strategic Flood Risk Assessment and Science City initiative.
15. Leading on from the ideas/opportunities identified in each topic area, where possible, alternative options are outlined for feedback and comment. In some topic areas there are a number of different alternative approaches e.g., transport, whereas in others the scope is more limited. This is because options put forward have to be realistic. It is likely that a combination of options may be needed to maximise development opportunities for the area. Where this is the case it is clearly highlighted in the Report. The Issues and Options documents

presented are draft documents and there may be some minor amendments and updating to be made prior to the documents being presented to the Executive.

16. It is clear from the guidance emerging on Area Action Plans that to be 'sound' it must be clear: what the plan will deliver; the feasibility of this; by whom it will be delivered; and the timescales for this. The Issues and Options Report therefore includes a section on funding and delivery which will be developed in more depth at the Preferred Option stage. Viability testing will need to be undertaken as part of the assessment of the Preferred Options.

Consultation

Internal Consultation

17. As part of the preliminary work in producing the draft Issues and Options documents two corporate workshops were held with officers in December 2006 and in April 2007. The first session focussed on identifying key issues associated with the British Sugar site to expand on the work already undertaken on York Central. The workshop session held in April gave officers the opportunity to consider the key options coming forward as part of the emerging work. The draft Issues and Options documents currently before Members have been produced to take account of input from internal corporate departments.

Public Consultation

18. It is anticipated that public consultation will be held following presentation of the draft document to a meeting of the Executive this September. The approach taken for public consultation will be informed by the Community Consultation Strategy for York Central produced last year (as outlined in paragraph 3 above)

Options

There are two options available in respect of this report

19. **Option 1:** To proceed with the draft Issues and Options documents as outlined in Appendix 1, 2 and 3.

Agreement to the general content of the Issues and Options documentation will allow work to progress to the Executive as soon as possible.

20. **Option 2:** To request amendments are made to the Issues and Options documents
21. Significant changes to the document will necessitate more work in producing the final version of the Reports. Presentation of the Issues and Options document and the Sustainability Statement on this to Members in September may be delayed depending on the level of issues to be considered.

Analysis

22. The Issues and Options Report has been prepared to follow guidance for the production of Local Development Plan documents and the overarching theme of delivering sustainable development, as outlined in PPS1 (Delivering

Sustainable Development). The Sustainability Statement overall supports the approach taken. However, it does recommend a number of issues to be addressed in the York Northwest objectives. It also identifies various conflicts which arise from the options put forward. The sustainability impacts of all options will need to be carefully assessed and considered in taking forward the Issues and Options work to the Preferred Options stage.

Corporate Priorities

23. The York Northwest area provides large brownfield development opportunities adjacent to the city centre. Development of this area will help to protect and enhance York's existing built and green environment and provides an opportunity for a flagship sustainable development. The regeneration of this area will support the following corporate priorities,
- Increase the use of public and other environmentally friendly modes of transport
 - Improve the quality and availability of decent affordable homes in the City
 - Improve the contribution that Science City York makes to economic prosperity

Implications

24. Implications are as listed below:
- **Financial** The Issues and Options documents have been prepared by Nathaniel Lichfield and Partners as part of the contract for the Issues and Options work. This work is being funded by Yorkshire Forward. The cost of this work is agreed at £47.7k. The Evidence Base documents for York Northwest (where commissioned by the Council) have been covered within the existing agreed budget.
 - **Human Resources (HR)** None
 - **Equalities** None
 - **Legal** None
 - **Crime and Disorder** None
 - **Information Technology (IT)** None
 - **Property** None
 - **Other** None

Risk Management

25. As outlined earlier in this report there is no set format for this type of document. Informal advice is being sought to ensure that the approach taken will be acceptable to the Government Office.
26. It is recognised that the Retail Study and Phase 2 of the Employment Study will not be available until later this autumn. However the majority of background studies are available and have been included in the preparation of the Issues and Options documents. The evidence base documents referred to above will be prepared to inform our Preferred Options document, to be prepared in 2008,

and in time for the submission stage of the Area Action Plan in 2009, so this approach is considered to be low risk for this stage of the work.

Conclusion

27. The examination of the Issues put forward has been based on strategies and information available to the Council and the evidence contained in the evidence base documents. The options put forward have been developed as ones which cover possible ways forward for the development of the area. It is the first stage of the process and should provide a basis for wide consultation with all those interested in the future development of the area.

Recommendations

28. Members are asked to:

- 1) Note the content of the documents attached in Appendices 1,2 and 3

Reason: To give Members an understanding of the content of the Issues and Options document.

- 2) To delegate to the Director of City Strategy, in consultation with the Executive Member for City Strategy, the making of any necessary changes arising from the recommendations of the LDF Working Group, prior to its referral to the Executive

Reason: So that any recommended changes can be incorporated into the documents taken forward to the Executive.

Contact Details

Author:

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Chief Officer Responsible for the report:

Bill Woolley
Director of City Strategy

Report Approved



Date 10 July 2007

Specialist Implications Officer(s)

Financial – Patrick Looker, Finance Manager, City Strategy (tel: 551633)

All

Wards Affected: Holgate, Micklegate, Acomb and Rural West York

For further information please contact the author of the report

Background Papers:

Report to LDF Working Group 31 July 2006
Report to Executive, 27 February 2007

Appendices

Appendix 1: Issues and Options Report
Appendix 2: Issues and Options: Baseline Report
Appendix 3: Issues and Options: Sustainability Statement
Appendix 4: Evidence Base Documents



City of York

LDF

Local
Development
Framework

York Northwest Area Action Plan Issues and Options Report

July 2007

PART 1.0

1.0 INTRODUCTION

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

The York Northwest Area

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

[INSERT PLAN]

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

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

Why are we producing an Area Action Plan?

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

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

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

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

Why Produce an Issues and Options Report

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

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

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

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

Structure of Issues and Options Report

1.12 This document is split into 6 parts:

Part 1: Introduction

Part 2: Area Context

Part 3: Vision and Development Principles

Part 4: Key Themes, Ideas and Spatial Options

Part 5: Funding and Delivery

Part 6: Public Consultation and the Next Steps

Sustainability Appraisal

1.13 When producing an Area Action Plan, Local Authorities are required to consider the impacts their proposals are likely to have on sustainable development. This involves undertaking a Sustainability Appraisal at each stage of the plan's preparation and the publication of the appraisal so that those responding are aware of the implications of certain approaches.

1.14 In this context, a Sustainability Statement of this document has been produced and can be viewed together with the Baseline Report, on the Council's website.

Consultation

1.15 Please comment on as many issues and options raised in this document as you choose. If there are further issues and options that we haven't considered please feel free to tell us.

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

Further Information

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

PART 2.0: AREA CONTEXT

Baseline Report

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

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

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

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

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

Regional Context

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

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

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

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

- 2.6 Furthermore, the Regional Economic Strategy and the Leeds City Region Development Programme identify the need to capitalise on York's designation as a 'Science City', building upon research strengths linked to the bioscience and digital clusters and exploring how Science City York can generate opportunities across the City Region. This document also emphasises that employment sites will be critical and these could include former railway land at York Central.
- 2.7 Improving transport connectivity throughout the region is also a key priority. In this regard the Leeds City Region Development Programme¹ is promoting:
- a scheme for replacement of some heavy rail routes with tram- train services in order to serve key regeneration and employment sites;
 - electrification of an east-west heavy rail route to provide a high quality link between York/Selby through to Leeds/Bradford; and
 - a number of major highway schemes (including providing more capacity on the York outer ring road, bus improvement corridors and park and ride facilities).
- 2.8 The Regional Housing Market Strategy highlights the importance of developing the North Yorkshire housing market, which includes York. It sets out that the York

¹ Leeds City Region Transport Vision, Appendix 4

housing market has a key role in ensuring that the proposals to develop the Leeds City Region can be implemented successfully without increasing house prices and exacerbating community displacement in the sub-region.

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

- 2.9 Given York Northwest's location adjacent to the City Centre, York Railway Station and existing railway lines, and given the fact it is a brownfield development site, it is clear that it is very well placed as an important 'gateway', to make a significant contribution to the regional economy and York's key role within the Leeds City Region.
- 2.10 Indeed, specific reference is made to part of the York Northwest site, York Central, in the Draft RSS. The RSS recognises and supports major new development at York Central, noting that York Central is a regionally significant investment priority, which will play a key role in developing the economy of the York area.

The York Northwest Area

York Central

What uses currently exist within the site?

- 2.11 York Central, shown in the aerial photograph below, comprises around 60ha gross of brownfield land. Currently much of the site is occupied by rail related activities, including York Railway Station, railway sidings, other

operational areas and the National Railway Museum. The railway infrastructure and rail-related buildings within the site offer the potential for a sustainable transport network through the York Northwest area, with expanded interchange facilities at York Station and enhanced tourism facilities.

- 2.12 Other key uses within the site include, existing residential dwellings within St Peter's Quarter, The Crescent, Carleton Street and Carlisle Street, and the York Railway Institute, a non-profit making members club and community sports club. A number of local businesses in the light industry and trade sectors also occupy the site.
- 2.13 On the basis of the existing uses on the site, the net area of land likely to be available for redevelopment will be around 35 ha.

Who owns York Central?

- 2.14 At present, York Central is owned by around 20 different land owners. The main landowners, Network Rail and the National Museum of Science of Industry (NMSI), which is the parent body of the National Railway Museum, are working in partnership with the Regional Development Agency, Yorkshire Forward, to promote the comprehensive redevelopment of the area.

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

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

Assessment (SFRA) will be used to assess the suitability of the site for development and any necessary flood protection measures. The SFRA outlines that part of the York Central site is within the Flood Zone 3a. Therefore, if acceptable in sequential terms, some potential uses would require the exception test to be applied, to consider the methods for managing flood risk before development could be considered.

- 2.19 Air quality is also an important issue at York Central. There is an Air Quality Management Area (AQMA), which is controlled by an Air Quality Action Plan (AQAP), immediately to the south of the site. This AQAP seeks to improve air quality within the area bounded by and adjacent to the inner ring road. Careful consideration will be required to ensure that the development of York Central helps to meet the aims and objectives of the AQAP and prevents the need to extend the boundaries of the existing AQMA.
- 2.20 In terms of the built and historical environment, York Central is an important archaeological site, with a history that can be traced back to the pre-historic era. Furthermore, there are a number of listed buildings and structures within and adjacent to the site, which are statutorily protected. These buildings and structures include York Railway Station (Grade II*) and the York City Walls (Ancient Monument). Part of York Central lies within the City Centre Area of Archaeological Importance and the Central Historic Core Conservation Area.

The Development of York Central

- 2.21 Significant work has been undertaken in recent years to assess York Central's development potential. A key part of this work has been the development and adoption of the York Central Planning Brief. This brief set out a vision for York Central, a series of objectives and a comprehensive analysis of the transport and planning requirements for the area. It was subject to extensive public consultation.
- 2.22 As a new policy document the AAP provides an opportunity to review the issues and context for the area, although the previous work for the Planning Brief will be taken into account in the initial stages of the AAP. The York Northwest AAP will supersede guidance outlined in the Planning Brief.

British Sugar (additional B. S photo to be added)

What uses currently exist within the site?

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

Who owns the site?

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

What are British Sugar's key environmental issues?

- 2.25 Given that the site has been used for the past 100 years as a sugar refinery plant, it is highly likely that some of the site will be contaminated. A recent survey of the site's ground conditions suggest that there are elevated levels of ammoniacal nitrogen, Extractable Petroleum Hydrocarbons (EPHs), Polycyclic Aromatic Hydrocarbons (PAHs), Volatile Fatty Acids, nitrate concentrations, methane and carbon dioxide in the top soil and/or subsurface. Further work will be required to fully survey the site, establish the extent of contamination and the likely remediation measures required.
- 2.26 In terms of ecology, there are no designated wildlife sites within the British Sugar site. A recent survey has, however, identified that an area of disused railway sidings provide a high quality habitat for Aculeates (bees, wasps and ants). The presence of these species merits the designation of the railway sidings as a Site of Importance for Nature Conservation (SINC). On this basis, it will be necessary to maintain the cutting bank, woodland/scrub along the bank top, an adequate supply and diversity of nectar/pollen resources in the vicinity and a buffer zone to offset impacts of future building development.
- 2.27 No specially protected plants, mammals and amphibians within the British Sugar site have been identified to date, although further survey work is required to ensure that there are no Pipistrelle bats roosting within the site. The presence of Little Ringed Plovers, however, has been previously identified within the British Sugar site. This species is

protected under schedule 1 of the Wildlife and Countryside Act. It has been suggested that the most appropriate form of mitigation, if there is a loss of habitat for this specially protected species, is likely to be the funding of off-site conservation management, which will benefit this species elsewhere in central Yorkshire.

- 2.28 Flooding, while still important, is less of an issue at the British Sugar site than at York Central. Only the southern tip of the site lies within the area, defined by the Environment Agency, as at risk of flooding. As there are no residents currently present on the site it is not considered a 'relevant' location for air quality purposes. There will however be wider air quality issues arising from the impact of additional traffic on the surrounding road network. Both issues should be considered carefully when planning the future development of British Sugar, to ensure that any new developments within the site do not increase air pollution or the risk of flooding.
- 2.29 In terms of archaeology an Archaeological Desktop Assessment of the British Sugar site, undertaken in May 2007, has concluded that the archaeological potential of the site is considered to be fairly low.
- 2.30 There has been substantial ground disturbance at the site and as such it is considered that much of the site will not contain any early remains. However, within the less disturbed parts of the site (i.e. the British Sugar sports field and staff car park) there may be some potential for archaeological remains. It is therefore recommended that an archaeological evaluation, including a geophysical survey

and excavation of evaluation trenches, is undertaken in these areas prior to the redevelopment of the site.

- 2.31 The Sugar Beet Factory itself dates to the first half of the 20th Century. As such it represents a significant period in the industrial history of York. It is therefore recommended that elements of the factory could be recorded prior to demolition taking place.

PART 3.0: VISION AND DEVELOPMENT OBJECTIVES

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

A ‘Vision for York Northwest’

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

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

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

Regional Objectives

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

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

A Vision for York

3.8 The York City Vision and Community Strategy 2004-2024 was launched by the York Local Strategic Partnership (Without Walls) in July 2004. Following extensive consultation, the following vision was defined. **[NOTE BOX WILL BE IN COLOUR]**

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

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

3.9.2 The Community Strategy will be reviewed throughout 2007 with a view to adopting a new 'Sustainable' Community Strategy in 2008. The new Strategy will be much more specific to York and will provide the 'masterplan' in terms of

the long-term development of the City. Issues, such as the extent to which the City's economy should grow and the balance of development with environmental sustainability, are areas where consensus will be sought.

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

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

- ensure that York fulfils its role as a key driver in the regional economy and the Leeds city-region
- strengthen York's international and regional role as a visitor destination
- ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced
- ensure that development is encouraged in locations accessible to public transport and appropriate key services by means other than the private car

- ensure that the appropriate type and mix of housing to meet York’s needs is provided;
- develop and improve public transport interchanges; and
- improve the provision of accessible open spaces and sports facilities

Vision for York Central

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

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

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

3.14 Whilst the Planning Brief Vision provided an excellent framework for the development of York Central, the addition of the British Sugar site to the Action Plan area enhances

the potential for development of both sites. On this basis the Planning Brief Vision is a useful starting point for the York Northwest Vision, however, it needs to be expanded to reflect the potential of the larger Area Action Plan area.

Key Objectives for York Northwest

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

3.17 In order to help you think about these questions we set out below a list of suggested objectives that could form part of the York Northwest Vision:

Suggested Objectives for York Northwest
1. To create a new sustainable and inclusive community adjacent to the historic heart of York;
2. To provide high quality of life opportunities for future generations;
3. To promote high quality development both in terms of building design and the treatment of the spaces between them;
4. To create a carbon neutral community, which acts as

an exemplar for sustainable building design and construction, renewable energy generation, innovative solutions to minimise the impact of transport and contributes to the reduction in York's eco-footprint;

- 5. To provide employment opportunities, including a modern Central Business District, with office accommodation and a range of employment sites which are capable of meeting the needs of a range of employment uses;**
- 6. To build on the success of Science City through the provision of low carbon research and development opportunities;**
- 7. To encourage a range of vibrant ground floor uses to enliven the area throughout the day and night;**
- 8. To create a family friendly environment close to the City Centre;**
- 9. To assist in meeting the housing needs of York, through the provision of a range of housing tenure, size and type which meets York's needs and create a new and vibrant mixed community;**
- 10. To provide high quality health, education, retail, services and community facilities which meet the needs of employees, residents and visitors of York Northwest and the surrounding area;**
- 11. To promote opportunities to enhance the tourism**

potential of the area through the development of new visitor facilities and accommodation;

- 12. To ensure that the area is well integrated with the City Centre and the surrounding area but without encouraging unnecessary through traffic;**
- 13. To create a low car dependency environment where journeys are made primarily by foot, cycle or public transport and remaining journeys are made by the cleanest alternative available;**
- 14. To ensure that York's historical and archaeological wealth and setting is recognised, preserved and enhanced;**
- 15. To make provision for a new public transport interchange;**

York Northwest Area Action Plan Boundary

- 3.18 Alongside the need to consider the vision and objectives for York Northwest, it is important at this stage to start to think about what should be the exact boundary for the York Northwest Area Action Plan (AAP).

- 3.19 We have deliberately not defined the AAP boundary in this document, as we feel that the initial issues and options for the area need to be examined before a view can be reached on which other parcels of land need to be included in order to facilitate the development of the two main development areas.
- 3.20 For example, it may be necessary to include land immediately to the south of the Holgate Business Park and/or land at Millennium Green and/or land alongside the rail corridor where there is potential to create new road links into British Sugar and York Central. However, until the access options, set out in Part 4, have been further explored as part of the issues and options work it is not appropriate to reach a decision on whether this land should fall within, or outside of, the AAP boundary.
- 3.21 The exact boundary of the AAP will, therefore, be determined at the next stage in the AAP process (Preferred Options) and will take into account the feedback received from you during the consultation on this Issues and Options document.

Questions

- 1. What do you think about the suggested objectives for York Northwest?**
- 2. Are there any other objectives which you think should be considered in developing a vision for York Northwest?**
- 3. Do you have any comments on the definition of the boundary for the York North West Area Action Plan?**

PART 4.0: KEY THEMES, IDEAS AND SPATIAL OPTIONS

CREATING A SUSTAINABLE COMMUNITY

Introduction

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

What is a 'sustainable community'?

The Government's definition

- 4.3 The Government defines sustainable communities as:
- “places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.”* (DCLG website 2007)

- 4.4 Furthermore, the Government notes that for communities to be sustainable they must offer: decent homes at prices people can afford, good public transport, schools, hospitals, shops and a clear, safe environment.
- 4.5 This definition provides a steer as to what kind of community should be created at York Northwest. However, the Government's definition it is generic and does not take into account the local context and what a sustainable community in York should comprise. It, therefore, needs to be used as a guide, alongside other sustainable development principles set out in locally produced documents.

Sustainable Communities in York

Local Agenda 21

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

Figure 1

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

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

[BOXES WILL BE JOINED TOGETHER ACROSS THE PAGE]

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

Without Walls

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

- significantly reduce the adverse impact on the environment of current lifestyles;

- ensure that all developments are well designed, sustainable and meet the needs of local people;
- provide a secure, affordable, effective and accessible integrated local transport network;
- increase the amount and quality of publicly accessible green open space;
- protect and enhance the biodiversity of nature in the city;
- conserve and enhance the existing historic environment; and,
- be a city with low levels of pollution and waste production and high levels of recycling.

Ecological Footprint

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

the headline objective of York Northwest's Sustainability Appraisal is to reduce the City of York's ecological footprint.

In light of the above, it is clear that there is a strong drive to make York an exemplar of sustainability. The key principles outlined in the Local Agenda 21 document and the aims provided by the Without Walls Vision clearly set out the components needed to create a sustainable community in York. Further work is currently being undertaken on a Draft Sustainability and Climate Change Strategy which will address issues of environmental limits, one planet living and climate change. It is expected that this will be available in September this year.

Key Issues

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

Attractive and safe community

- 4.13 We need to ensure that York Northwest becomes a place where people want to live, work and contribute to their own community. It will, therefore, be necessary to create an attractive environment, where people feel safe and have the opportunity to access employment, retail and services, community facilities and open space and leisure facilities.

'Designing out crime principles' should be integral to the design and layout of developments within York Northwest.

Protection of characteristics that make York unique

- 4.14 It will be necessary to ensure that all those elements, such as buildings, views, ecology and tourist attractions, which help create the identity of York are protected and, where possible, enhanced. In particular, listed buildings and the views towards listed buildings and the City Centre Conservation Area should be protected, including key views of the Minster. This does not mean however that there is no scope for contemporary, iconic, world class architecture. On the contrary this should be encouraged.

Protection and enhancement of the environment

- 4.15 A key objective at York Northwest should be to provide developments which are carbon neutral or have a low ecological footprint. In order to achieve carbon neutral developments it will be necessary to generate electricity using on-site renewable energy facilities, to apply sustainable design principles to the layout and construction of buildings and to provide an excellent public transport and walking/cycling network.
- 4.16 Existing wildlife and plants, especially those protected by law, should be protected and where possible enhanced. New habitats should be created, in the form of natural open

space and through building design (e.g. addition of bat and bird boxes on buildings where appropriate). These new habitats should be easily accessible and should provide a new learning resource for residents in the surrounding area.

- 4.17 Given that parts of York Northwest are at a high risk of flooding, it will be necessary to ensure that development, where possible, is located in areas not at risk of flooding or at low risk of flooding. Where there is the potential to develop land which is at high risk of flooding, flood mitigation measures must be put in place.
- 4.18 The vast majority of York Northwest has previously been occupied by railway operations and industrial uses. It is therefore highly likely that significant contamination will exist within the AAP area. Any contamination present will need to be removed prior to development commencing on the site. Initial studies suggest that significant enabling work and remediation work will be required within York Northwest before development can start on site.

Housing

- 4.19 As identified above, to create a sustainable community in York Northwest, it will be necessary to provide housing, which is of the appropriate mix and type, affordable, in good condition and which can cater for diverse needs. Furthermore new houses should be built using sustainable design principles, construction techniques and materials. Indeed where possible residential developments should seek to provide zero carbon homes (e.g. homes which

generate as much power as they use over the course of a year, thereby having net zero carbon dioxide emissions).

Employment

- 4.20 York Northwest should strive to provide employment opportunities to meet a wide range of needs. Businesses within York Northwest should create a good working environment.
- 4.21 There are several Super Output Areas (SOA) to the west of the City that fall within the most deprived areas in England in terms of education, skills and training. Education and training opportunities should be available to people of all ages, particularly local people. Local employment opportunities linked to construction should be supported through construction contracts.

Access to services and facilities

- 4.21 In order to create a community with a low ecological footprint and which is desirable to live in, it will be necessary to provide the following facilities within York Northwest:
- retail and service facilities;
 - community facilities (including schools, health facilities and community halls); and
 - open space and sports/leisure facilities.

These facilities need to be easily accessible by all.

Focusing development on transport nodes

- 4.22 A key strategy for the redevelopment of York Northwest should be to focus high trip generating land uses, such as retail and employment uses, close to public transport nodes. As shown in the plan **[INSERT PLAN]**, in York Northwest these key transport nodes include the existing York Railway Station, a proposed public transport node to be located in close proximity to the railway station and a potential tram-train halt at British Sugar.
- 4.23 This strategy is in line with government guidance set out in Planning Policy Guidance Note 13: Transport, and will encourage sustainable modes of travel within York Northwest. It forms a key element in a number of the strategy options set out later in this section.

Question

4. Do you think that there are any other characteristics of a sustainable community which have not been considered?

EMPLOYMENT

Introduction

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

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

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

Figure 2: Key Issues, Ideas and Opportunities

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

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

Figure2: York Northwest Employment - Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Quality of New Employment Uses: A good quality environment is a key consideration in inward investment and attracting and retaining staff. The interior and exterior of new buildings within York Northwest would, therefore, need to be of the highest standard of design and quality in order to attract businesses. Furthermore, the surrounding environment would need to be well designed, with well maintained, high quality hard and soft landscaping, alongside services and leisure facilities to attract potential businesses and employees.</p>	<ul style="list-style-type: none"> ▪ Opportunity to provide attractive high quality public open space within a Central Business District ▪ Potential to provide mixed use area, with services that cater for employees in surrounding offices ▪ Opportunity to encourage green open space intermingled with businesses
<p>Sustainable location, layout, design and construction: Employment developments within York Northwest should be an exemplar of sustainable development. Employment uses should be easily accessible by public transport, cycling and on foot. The layout of developments should maximise passive solar heating and avoid the creation of wind tunnels. Buildings should meet BREEAM standards at the very good or excellent standard.</p>	<ul style="list-style-type: none"> ▪ Potential for office developments in sustainable locations close to public transport hubs, city centre, existing business parks and potential workforce ▪ All buildings should meet highest BREEAM rating ▪ York Northwest has the potential to become exemplar of sustainable development ▪ Potential to develop new sustainable design techniques and innovative transport solutions ▪ Potential to utilise new sustainable technologies and materials
<p>Type of Employment Land: York's Economic Strategy recognises the need to develop York as a leading edge, modern, knowledge based economy, although it also notes that other sectors, including finance and professional services, manufacturing, retail, education and health should be targeted. Careful consideration needs to be given to the location of these different types of uses.</p>	<ul style="list-style-type: none"> ▪ Potential to provide mixture of employment uses within large site ▪ Help to achieve national, regional and local economic objectives for York and promoting York as a Science City ▪ Potential for high quality office developments in sustainable locations close to public transport hubs, city centre, existing business parks and potential workforce ▪ Potential to accommodate distribution and warehousing in British Sugar, close to road network and freight avoidance line ▪ Opportunity to provide starter units to assist with business start-ups
<p>Education and Training: There are still a significant number of adults in York without a level two qualification in literacy, numeracy or ICT, with 25% of adults lacking a GCSE at grade C or above in Maths or English. Within the York Northwest Census area 22.5% of people aged 16-74 years have no formal qualifications. In this context, education and training opportunities should be created alongside the development of employment uses within York Northwest.</p>	<ul style="list-style-type: none"> ▪ Help to achieve national, regional and local economic objectives for York ▪ Potential to provide community training facilities ▪ Potential to create links between employment uses and education facilities ▪ Use S106 agreements to achieve local labour and skills benefits from the development ▪ Potential to encourage voluntary local labour agreements linked to the development
<p>Integrating different uses: National policy encourages the creation of mixed use developments. Integrating a mixture of uses, such as employment, housing and services can help to ensure locations are used during the daytime, in the evening and at night. Employment uses within York Northwest, should therefore not be built in isolation to other uses.</p>	<ul style="list-style-type: none"> ▪ Potential to provide residential dwellings above office uses ▪ Potential to provide live-work units ▪ Central Business District should provide a mix of employment uses, retail, restaurants and residential accommodation ▪ Promotion of evening uses to extend activity and use of the area

Options

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

Class B1: Business

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

Class B2: General Industrial

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

Class B8: Storage and Distribution

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

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

Distribution of different types of employment uses

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

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

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

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

Questions

5. Do you think all relevant key issues, ideas and opportunities have been identified in Figure 2? If not, please let us know your views.

6. Do you think all relevant options, advantages and disadvantages have been identified above? If not, please let us know your views.

7. Which option, or mix of options, do you support? (please refer to option reference numbers, eg E1, E2 etc)

HOUSING

Introduction

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

and Local Development Framework evidence base documents. Details of the evidence base documents and York Northwest's baseline position, in terms of housing, are set out in the York Northwest Baseline Report.

Key Issues, Ideas and Opportunities

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

Figure 3: York Northwest Housing - Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Future Housing Supply and Needs - The emerging RSS sets the housing target for York. The York Northwest area offers the opportunity to deliver a significant proportion of York's future housing requirement. Future housing provision within the City needs to address issues of changing household composition, a growing population and the needs of particular groups as identified in the Housing Market Assessment</p>	<ul style="list-style-type: none"> ▪ Identify an area or areas of land to contribute a significant proportion of housing to meet the RSS targets and identified needs within the City
<p>Balance of Uses - Given the significant size of the area it is considered that a mix of uses including employment, housing, leisure and other appropriate uses would provide the most sustainable way forward in developing the area. The key issue is determining the amount of land to be allocated for each land use, and how this should be distributed within the area to meet the needs of both the new and existing communities. The findings of the Employment Study will help to inform this issue.</p>	<ul style="list-style-type: none"> ▪ Allocate a significant proportion of land for housing creating the opportunity to provide a range of housing types and sizes to meet both market and affordable needs. ▪ Maximise the opportunities for housing in this area to reduce the need to identify greenfield sites for housing in the City ▪ Focus lower density housing provision within the British Sugar site and employment, higher density housing and other uses within York Central ▪ Provide integrated areas of housing with other compatible land uses
<p>Affordable Housing - The Housing Market Assessment identifies York as an area of acute affordable housing need, where large numbers of households cannot meet their housing requirements without some form of assistance. The provision of new affordable housing through new housing development has an important role to play in meeting identified needs. As a large site, York Northwest could provide a significant number of dwellings to meet this need. The cost of providing the necessary infrastructure to develop York Northwest is likely to be high and may be a factor in determining how much affordable housing the scheme can viably support.</p>	<ul style="list-style-type: none"> ▪ Seek to maximise numbers of affordable housing within the area ▪ Focus on providing affordable family homes ▪ Seek to provide a range of tenures eg social rent and discounted sale to meet a range of needs
<p>Mix and Type - Recent completions in York have seen a high proportion of one and two bedroom flatted schemes. It is important to provide a range of</p>	<ul style="list-style-type: none"> ▪ Achieve a range of house types and sizes relating to the demands identified in the Housing Market Assessment

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

Issues	Ideas and Opportunities
<p>housing types and sizes to meet the overall requirements of the City. The Housing Market Assessment identifies the need for a range of dwelling sizes to be provided, showing, in particular, a demand for houses rather than flats. In looking at large sites government guidance directs local authorities to provide a range of house types to create sustainable communities. Future provision should also be energy efficient and affordable to run.</p>	<ul style="list-style-type: none"> ▪ Seek to meet the needs of particular groups as identified in the Core Strategy, HMA and recent government guidance, such as families, older people and people with disabilities. ▪ Provide a range of family housing including town housing and large apartments as well as detached, semi-detached or terraced houses ▪ Focus on providing high quality housing of good design, as set out in national planning policy (PPS3) ▪ Seek energy efficient housing which at a minimum meets the Code for Sustainable Homes 3
<p>Density- Land is a finite resource and making efficient use of brownfield land is a key objective of government and regional guidance. In urban areas close to key facilities and with good public transport links, government guidance considers that higher densities would be appropriate. Guidance would, therefore, suggest that the areas adjacent to the station should be developed at higher densities reflecting the character of the surrounding area. A key issue is balancing the need to use land efficiently with the need to provide a range of dwellings including family homes. However, it should be noted that through innovative design it is possible to produce high quality, family homes at a high density e.g. terraced homes and town houses.</p>	<ul style="list-style-type: none"> ▪ Provide a range of densities across the area focusing higher densities closer to the City Centre and transport nodes ▪ Achieve high densities to maximise the number of dwellings within the area, both market and affordable ▪ Provide low to medium density housing, such as detached, semi detached and town houses, on areas away from the station transport node. ▪ Use innovative design to produce high quality, high density family homes, such as terraces or townhouses, rather than apartments only.

Housing Options

- 4.36 Based on Figure 3 above, further thought needs to be given to:
- **Housing Density:** The potential for a range of housing densities across the site, maximising the use of the existing and potential transport hubs.
 - **House Type:** The potential to provide a range of different types of housing and whether the proportion of houses and apartments should be in line with the findings of the HMA.
- 4.37 Potential options relating to these two key areas are explored below, with the key advantages and disadvantages of each option highlighted. The plans and illustrations show the potential options which are being explored and provide examples of the type of development being considered.
- 4.38 In contrast to the employment options presented in the previous chapter, it may not be possible to combine different housing options together. We are, therefore, asking you to consider which option you feel is the 'best' option for housing density at York Northwest (Option H1 or H2) and which option you feel is the 'best' option for housing type (H3 or H4 or H5).

Housing Density

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

Housing Type

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

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

House Type		
Options	Advantages	Disadvantages
	<ul style="list-style-type: none"> • Could generate higher land values, thereby enabling scheme viability and/or greater cross-subsidy of non-commercial facilities 	

Questions

8. Do you think that all key issues, ideas and opportunities have been identified in Figure 3? If not please let us know.

9. In terms of density, which option (H1 or H2) do you consider most appropriate? Please let us know if there are other options you feel should be considered.

10. In terms of type of dwellings, which option do you consider most appropriate? Please let us know if there are other options you feel should be considered.

SOCIAL INFRASTRUCTURE

Introduction

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

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

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

Key Issues, Ideas and Opportunities

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

Figure 4: York Northwest Social Infrastructure- Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Location of Shopping, Community, Health and Education Provision: Any community, shopping, health and education facilities provided with York Northwest must be accessible to all residents and employees and should, ideally, be located within walking/cycling distance of their users, or easily accessible by public transport to minimise the need for people to use their cars.</p>	<ul style="list-style-type: none"> ▪ Opportunity to maximise accessibility of community facilities through siting adjacent to new rail halt and interchange facilities, and different modes of public transport. ▪ Community facilities should be integrated with other land uses such as housing and employment to create sustainable mixed use communities ▪ They should be easily accessible by safe, direct cycle and pedestrian routes.
<p>Local Shopping Provision: At present, with the exception of facilities within the railway station, there is no shopping or service provision within York Northwest. Facilities immediately beyond York Northwest are limited to small scale, ad hoc convenience stores, which serve a limited top-up shopping function. In this context, there will be a need for some shopping facilities within York Northwest, which meet, at a minimum, day to day needs of residents and employees and help to reduce the need to travel to facilities elsewhere within the City. The key issues to be addressed in the Area Action Plan relate to the scale, nature and location of the facilities to be provided. It will also be important to ensure that the provision of new shopping facilities does not generate a significant volume of additional vehicular traffic, or have an adverse impact on the vitality and viability of the City Centre, or district and local centres, in surrounding areas.</p>	<ul style="list-style-type: none"> ▪ Potential to provide new local shopping facilities for new residents and employees living and working in York Northwest ▪ Provision of local shopping facilities to address the deficiencies in existing facilities for residents living in adjacent areas ▪ Opportunity to reduce the need to travel outside the area to shopping facilities. ▪ Potential to locate new facilities in close proximity to new rail halt or public transport interchange and close to/easily accessible from the key pedestrian and cycle network.
<p>Provision of Facilities for Central Business District: If a Central Business District (CBD) is to be provided within York Northwest, it is essential that it creates a sustainable, mixed use community. A key way to ensure the sustainability of the CBD is to provide a mixture of retail facilities, services and restaurants and cafes, that cater for the needs of employees and residents who work and live within the CBD. Such facilities would help to create active ground floor frontages during the day and in the evening. It will, however, be important to ensure that such facilities are of a scale that will not have a detrimental impact on existing City Centre facilities.</p>	<ul style="list-style-type: none"> ▪ Potential to create sustainable, mixed use CBD ▪ Potential to provide new local shopping facilities for new residents and employees living and working in York Northwest ▪ Potential to locate new facilities in close proximity to public transport interchange and key pedestrian/cycle routes.

Figure 4: York Northwest Social Infrastructure- Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Community Facilities Provision: Existing community facilities within and surrounding the York Northwest area are extremely limited. Given the size of the York Northwest site it is clear that additional new community facilities will needed to be provided. The issues to be addressed in the Area Action Plan relate to the scale, nature and location of the facilities to be provided. It is likely that developer contributions will be required to secure the necessary community facilities.</p>	<ul style="list-style-type: none"> ▪ Potential for new community facilities in sustainable locations close to public transport hubs ▪ Opportunity to ensure local facilities are accessible to new residential and working populations ▪ Potential to promote joint use of facilities with local schools ▪ Potential to create lively local centres with a mix of uses ▪ Opportunity to enhance facilities available to existing residents as well as providing for new residents and employees
<p>Health Facilities Provision: There are currently no GP or dental surgeries located within York Northwest. The nearest doctor's surgeries are Lavender Grove located on Boroughbridge Road and Morris Medicals located on Priory Street. Whilst there is some existing capacity to take on new patients at local surgeries, given the scale of development likely at York Northwest, there will be a significant new residential population and a large number of employees requiring additional or expanded health care facilities.</p>	<ul style="list-style-type: none"> ▪ Opportunity to locate new health facilities close to new resident and working populations within York Northwest. ▪ Opportunity to ensure these facilities are accessible by public transport as well as walking and cycling. ▪ Opportunity to link provision of health facilities to other community, education and retail facilities to facilitate multi-purpose trips.
<p>Primary School Provision: There is a statutory requirement on every Local Authority to provide sufficient school places for children within the City boundary. Where additional education provision is required as a result of new residential development, it is usual for it to be funded by means of developer contributions. Due to the scale of development likely to take place at York Northwest it is likely that the number of new primary pupils will be higher than can be accommodated within the existing schools within the area. There will, therefore, be a requirement for new primary schools within York Northwest. As noted in the introduction, the scale, number and location of new primary schools will depend on the scale, density and location of new residential developments within York Northwest.</p>	<ul style="list-style-type: none"> ▪ Opportunity to create new school communities ▪ All children should be able to walk or cycle safely to school ▪ Opportunities for shared community use of open space and playing fields ▪ Opportunity for new schools to be at the heart of new residential communities ▪ Potential to review existing primary school provision in conjunction with provision of new school(s).
<p>Distribution of Primary Schools: A key issue which will need to be addressed, once it is clear how many primary school places are</p>	<ul style="list-style-type: none"> ▪ Need to strike a balance between providing primary schools within easy walking and cycling distance of pupils and maximising the use of resources

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

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

Options

- 4.46 We are seeking your views on possible options for the distribution of community, retail and social facilities across the site as set out below. Options S1 to S4 provide different options in relation to the provision of local community facilities for residents, employees and visitors within York Northwest. We would like your views on which of these options you think is most appropriate.
- 4.47 Option S5 relates to the provision of comparison goods retailing (i.e. items not obtained on a frequent basis e.g. clothing, footwear, household and recreational goods) around the station. These facilities would help to serve the comparison goods shopping needs of the City of York, rather than just those living and working with York Northwest. We would like to know whether you think that this option is appropriate.

Distribution of Community and Social Facilities

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

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

Options	Advantages	Disadvantages
	<ul style="list-style-type: none"> • Good links to City Centre and could encourage linked trips • Easily accessible by public transport 	

Questions

11. Do you think the relevant key issues, ideas and opportunities have been identified in Figure 4? If not please let us know your views.

12. Which option (S1-S4) do you consider is most appropriate? Please let us know if there are other options you feel should be considered.

13. Should comparison goods retailing be encouraged in York Central adjacent to the station (Option S5)?

CULTURE AND TOURISM

Introduction

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

² 2006 figures through York Research Partnership Economic Impact Model

and its residents, such as crowded streets and traffic problems. The development of further tourist related facilities at York Northwest can help meet these objectives which at the same time protect the historic city and surrounding greenbelt from further development pressures.

- 4.51 It is important when considering the type of culture and tourism facilities that could be provided at York Northwest, to take into account the York Tourism Strategy and the York Cultural Strategy.
- 4.52 In relation to the York Tourism Strategy it will be important to address the key issues identified in the strategy, including the recent trends showing falling hotel occupancy, the long term decline in overseas visitors, the change in visitor characteristics (e.g. increase in older and less affluent visitors) and changing visitor expectations and opportunities. Furthermore, development at York Northwest should seek to help achieve the objectives of this Strategy, which include the need to:
- promote York as an exemplar for sustainable tourism;
 - enhance the quality of existing attractions;
 - seek quality, world class investment, innovation and product development in terms of attractions, accommodation, retail, conference facilities and the public realm; increase total visitor spend and therefore the value of the visitor economy; and
 - ensure the widest possible benefits from a successful York tourism economy.

- 4.53 The York Cultural Strategy sets out some guiding principles that need to be implemented through development at York Northwest. These principles include developing: a city of high quality spaces, a city of international significance, a diverse, inclusive and cosmopolitan city, an active and participative city, and a creative city. It is suggested that a new link between York Central and the Cultural Quarter should be created by linking the NRM with the Museum Gardens, via a high level bridge from platform 4 over the River Ouse.
- 4.54 In light of the Tourism and Cultural Strategies, this section sets out the key culture and tourism issues, ideas and opportunities at York Northwest and provides options

relating to the manner in which these opportunities could be achieved for your comments.

- 4.55 These issues, ideas, opportunities and options have emerged following the analysis of a number of site specific and City of York evidence base documents. Details of the evidence based documents and York Northwest's baseline position, in terms of culture and tourism, are set out in the York Northwest Baseline Report.

Key Issues, Ideas and Opportunities

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

Figure 6: York Northwest Culture and Tourism- Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Growth in Tourism: York acts as a gateway to the rest of Yorkshire. Of the 4 million visitors who visit York each year, around 1 million visitors then go on to visit other areas in Yorkshire. Yorkshire Forward states that the overall objective for tourism development in the region should be to focus on the growth in the value of tourism, rather than the growth in the volume of tourism. In this context priority should be given to improving the quality of the existing attractions, rather than developing new attractions. York Northwest has the potential to assist in the growth in the value of tourism in York and the region, through the development of the NRM and facilities to complement the NRM and nearby tourist attractions.</p>	<ul style="list-style-type: none"> ▪ Build upon success of NRM as a visitor attraction ▪ Opportunity to further enhance York’s reputation as an attractive tourist destination ▪ Growth in tourists potentially means growth in vehicle numbers and therefore it may be necessary to look at opportunities to enhance accessibility to tourist facilities by public transport. This should build on York’s existing popularity as a destination for rail travellers, over 1m visitors get to York by train each year.
<p>Length of Stay of Tourists: The region receives a much greater volume of day visitors than it does staying visitors. Day visitors put pressure on infrastructure and can increase congestion. To encourage more sustainable tourism, opportunities should be maximised to increase the length of stay of visitors as opposed to attracting more day visitors. A wider range of accommodation, an improvement in the food and drink offer, special events and the improvement of the evening economy are considered key to attracting staying visitors. York Northwest has the potential to provide a wider range of accommodation and an attractive evening economy.</p>	<ul style="list-style-type: none"> ▪ Increased range of tourist attractions will encourage visitors to stay longer ▪ New high quality hotel will encourage more overnight stays and widen visitor’s choice of accommodation. ▪ Opportunity to provide quality restaurants, bars, cafes and cultural facilities (including events and longer opening hours), which will enhance the evening economy and encourage visitors to stay overnight and for longer.
<p>Encouraging a Growth in the Economy through Tourism: A need has been identified to increase visitor spend in York. This increase could be assisted through increasing the length of stay of tourists, attracting more affluent visitors to the city and addressing the current deficiency in young visitors to York. Increasing visitor spend will also have the knock-on effect of increasing employment opportunities within the tourist industry, which in turn will support the growth of York’s economy.</p>	<ul style="list-style-type: none"> ▪ Build upon success of NRM as a visitor attraction ▪ Opportunity to consider ‘Yorkshire Wheel’ as a longer term attraction ▪ Opportunity to further enhance York’s reputation as an attractive tourist destination ▪ Opportunity for job creation through new tourist and accommodation

Figure 6: York Northwest Culture and Tourism- Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
	<p>facilities</p> <ul style="list-style-type: none"> ▪ High quality hotel provision will encourage higher spending visitors
<p>Growth in Business Tourism: There is a drive to enhance business tourism and conference facilities at a Regional and Sub-regional level. York as a regional gateway should provide a focus for conference facilities. The First Stop York Tourism Strategy identifies the need for an international standard luxury hotel facility in York to improve the range of accommodation which is available for visitors. Such a facility would meet the current deficiency in York of 4 star and 5 star hotels and would benefit the City's tourism growth.</p>	<ul style="list-style-type: none"> ▪ Add to the region's conference venue stock, with business tourism recognised as a regional priority ▪ Meet the gap in the market for larger delegate venue space (plus syndicate rooms) in York as identified through conference research ▪ High Quality hotel would encourage some visitors to extend their visit to York and stay more than one day ▪ A high quality hotel would create substantial employment opportunities and provide a valuable service for local companies looking to host or entertain clients
<p>Development of a Cultural Quarter: It has been suggested by the York @ Large Cultural Partnership (and included in the LDF Core Strategy) that a 'cultural quarter' is developed, comprising the NRM, the Museum Gardens, Yorkshire Museum, the York Art Gallery, Kings Manor, the Theatre Royal and De Grey Rooms, the Minster and Dean Gardens. The intention would be to provide an improved gateway to the city from the railway station area. The key challenge is how to link these attractions. Given the location of the NRM within York Northwest, it is important to explore options for developing a Cultural Quarter.</p>	<ul style="list-style-type: none"> ▪ Opportunity to improve link between York Northwest and existing historic city centre ▪ Potential to create a new pedestrian/cycle link across the river to improve accessibility for visitors ▪ Create an alternative to Marble Arch for visitors wishing to move between the city centre and York Northwest ▪ Cluster of tourist/cultural facilities would act as a stronger draw to visitors and encourage longer stays ▪ Opportunity to maximise accessibility to railway station and new public transport interchange
<p>High Quality Public Realm: A high quality public realm and a number of attractive public spaces could be created in order to complement and support tourism and cultural initiatives in York. New development can be a major catalyst to the provision of new public spaces and this is seen as very important to York as the City moves forward.</p>	<ul style="list-style-type: none"> ▪ New public square will enhance setting of listed railway station ▪ Improve perception of York for visitors arriving by train ▪ Attractive public realm encourages people to make more journeys on foot rather than by car

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

Options

4.57 Based on the table set out above, further thought needs to be given to:

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

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

Options	Advantages	Disadvantages
<p>Option C1</p> <p>Develop cultural quarter which includes the NRM and the area across the river around Museum Gardens and the Minster</p>	<ul style="list-style-type: none"> • Could link tourist attractions in City Centre (i.e. York Minster, Museum gardens) to the NRM- creating an enriching environment to encourage more longer stay visitors • Will stimulate investment to make Marble Arch safer and more attractive and/or to create new access over the river • Would enhance the attraction of the NRM and York City Centre, which has the potential to promote the growth of the local and regional economy • Would create an attractive gateway to city centre • Would ensure that cultural quarter can be easily accessed by public transport, especially due to the proximity of the railway station and bus services • Would have potential to create new, attractive access to the west of the Station 	<ul style="list-style-type: none"> • Has the potential to create additional vehicle movements in an area already suffering from traffic congestion and air pollution unless measures to reduce dependency on and access by the private car are introduced • Existing pedestrian and cycle access is poor.
<p>Option C2</p> <p>Develop cultural and tourist facilities around key transport nodes within York Northwest</p>	<ul style="list-style-type: none"> • Opportunity for linked trips between new tourism/cultural facilities and existing tourist attraction (NRM) • Facilities near to the station and the potential rail halt will be highly accessible by public transport-opportunity for sustainable tourism and building on the existing strengths of York's rail services • Will stimulate investment to make Marble Arch safer and more attractive and/or to create new access over the river 	<ul style="list-style-type: none"> • Tourist and cultural facilities located in British Sugar would be detached from other tourism and cultural facilities and hence less likely to result in linked trips • Introduction of tourist facilities into a predominantly residential area could adversely impact upon residential amenity • Existing pedestrian and cycle access to NRM is poor.
<p>Option C3</p>	<ul style="list-style-type: none"> • Would complement existing tourist uses and proposals to 	<ul style="list-style-type: none"> • Likely to increase the number of cars into the city centre-

Options	Advantages	Disadvantages
<p>Provide site for high quality 4* or 5* hotel in York Central</p>	<p>create a CBD</p> <ul style="list-style-type: none"> • Would provide high quality hotel within easy walking distance of City Centre • Would reduce the need to provide a hotel within City Centre, which could have a detrimental impact on the historic core • Would have excellent links to public transport network-encouraging sustainable tourism • Would meet recognised need for a high quality hotel in York • Opportunity to provide conference facilities to serve city centre as well as York Northwest and meet regional aspirations to improve business and conference tourism facilities 	<p>which in turn will increase traffic congestion and air pollution, although siting the hotel close to York station may reduce this</p> <ul style="list-style-type: none"> • Could have impact on amenity of existing residential occupiers, depending on location
<p>Option C4</p> <p>Provide site for high quality 4* or 5* hotel in British Sugar</p>	<ul style="list-style-type: none"> • Sufficient land within British Sugar to accommodate a large hotel • Would meet recognised need for a high quality hotel in York 	<ul style="list-style-type: none"> ▪ Not in close proximity to existing tourist attractions therefore unlikely to be attractive to users and would increase journey length ▪ Currently less accessible by public transport than York Central site. ▪ Would encourage visitors to travel into City Centre by car ▪ Due to the nature of the surrounding area, unlikely to be attractive to 4*/5* operator ▪ Could have impact on amenity of existing residential occupiers, depending on location
<p>Option C5</p>	<ul style="list-style-type: none"> • Integrate York Central with the City Centre 	<ul style="list-style-type: none"> • Bridge likely to be expensive

Options	Advantages	Disadvantages
Develop new pedestrian and cycle bridge link across river to city	<ul style="list-style-type: none"> • Encourage more attractive, safer links between NRM and Museum Gardens etc. • Provide an alternative attractive route between the station and the City Centre • Provide a well-designed bridge, which could act as an attraction in itself • Enhance York's pedestrian and cycle network • Opportunity to create new cultural trail 	<ul style="list-style-type: none"> • Erection of bridge would potentially result in loss of open space on northern bank of river

Questions

14. Which of the options (C1-5) identified above do you support?

TRANSPORT AND ACCESSIBILITY

Introduction

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

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

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

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

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

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

- 4.62 In relation to York Central, the LTP explained that access to transport is pivotal in relation to aspirations for the development of the site. It also identified that there is scope to develop a new public transport interchange which links with the rail station.
- 4.63 In the context of the above, this section sets out the key transport and accessibility issues, ideas and opportunities at York Northwest and provides options relating to vehicular access points into the site, public transport, freight movements, cycling and pedestrian routes for your comments.
- 4.64 These issues, ideas, opportunities and options have emerged following the analysis of a number of site specific and City of York evidence base documents, including the LTP1 and LTP2 discussed above. Details of the evidence based documents and York North West's baseline position, in terms of transport and accessibility, are set out in the York Northwest Baseline Report.

Key Issues, Ideas and Opportunities

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

Figure 5: York Northwest Transport - Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Accessibility: National Planning Policy requires developments which are easily accessible by all modes of transport; and reduce the need to travel. This requirement needs to be taken into consideration in determining the manner in which York Northwest is developed.</p>	<ul style="list-style-type: none"> ▪ Provide development that reduces the need to travel and facilitate trips by more sustainable modes. ▪ The proximity to York Station provides a highly sustainable location ▪ The proximity of York Northwest to the rail corridor offer the potential for travel via sustainable transport modes ▪ The A59 road corridor provides the potential for further public transport enhancements.
<p>Traffic Congestion: Recognised in LTP2 as the single most important transport issue facing the city. Traffic congestion is likely to worsen due to higher levels of car ownership and increased traffic generation from new developments. Congestion impacts upon the economy of the city, increases air pollution and reduces the quality of life.</p>	<ul style="list-style-type: none"> ▪ The proximity of York Northwest to the rail corridor and Station has the potential to reduce the need to travel by car. ▪ New access points in congested parts of the City Centre could be restricted so as not to be open to all vehicular traffic ▪ Car sharing, car clubs and park and rides schemes could be encouraged ▪ Effective travel planning should be used to widen travel choice and minimise the use of the private car ▪ Need to ensure that the impact of new land uses and level of development can be accommodated on the highway network with all necessary mitigation measures provided. ▪ Increasing the capacity of the A1237 Outer Ring Road particularly between the A59 and Clifton Moor (either by junction improvements or dualling).
<p>Air Pollution: Closely related to traffic congestion. It is a serious issue, which contributes to health problems and climate change. There is a need to reduce vehicle numbers and vehicle emissions in the adjoining Air Quality Management Area in order to improve health and meet national air quality objectives for pollutants. There is also a need to ensure that development in the area does not lead to any further AQMA being required. Concern that residential use should not be introduced into areas of existing or future poor air quality.</p>	<ul style="list-style-type: none"> ▪ Vehicular access into the south of York Northwest should be limited to ensure that traffic flow does not increase in the Holgate Road area. ▪ The proximity of York Northwest to the rail corridor, York Station and the A59, (if public transport improvements are implemented) has the potential to encourage travel by sustainable modes and therefore assist in reducing air pollution ▪ Restrict private parking to stimulate walking, cycling and public transport use. Car Clubs/pool cars and car free development could be encouraged ▪ Controls on provision of large amounts of free parking for employees with an emphasis on sustainable transport modes.
<p>Vehicular Access: Existing access to York Northwest is poor. New accesses are required in sustainable locations to ensure that new development does not have adverse impact on the surrounding area, will enable large vehicles to enter the site and can cope with the increase in traffic generated. New accesses may be constrained by the presence of operational rail lines, listed buildings and other physical constraints around the site.</p>	<ul style="list-style-type: none"> ▪ Potential to allow for the expansion of the National Railway Museum through alterations to Leeman Road ▪ New or improved accesses have the potential to improve linkages between York Northwest with the City Centre and the surrounding area ▪ Opportunity to provide new transport corridor exclusively for public transport, walking and cycling between York Northwest and Outer Ring Road (A1257) ▪ Potential to provide direct link between York Central and British Sugar

Figure 5: York Northwest Transport - Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Public Transport: As part of the Council's commitment to reduce travel by private car, opportunities to travel to and from York Northwest by public transport must be created. Links between existing public transport services and park and ride facilities must be improved.</p>	<ul style="list-style-type: none"> ▪ Potential to create a new public transport interchange adjacent to the railway station which promotes connectivity within City. ▪ Potential to create new rail halt and/or local public transport interchange within British Sugar. This could link to A59 Park and Ride ▪ Feasibility work currently being undertaken on Harrogate-York -Leeds tram/train service ▪ Encourage modal shift from car to public transport ▪ Provide interchange hub for 'overground network' of orbital and cross- city bus routes ▪ Potential to enhance existing railway station and create new western entrance
<p>Pedestrian and Cycle Access: Currently limited. Many accesses that do exist are unattractive. In particular links between York Northwest and the City Centre and through the station are poor. New pedestrian and cycle access points and routes should be attractive, safe, logical and encourage low car dependency. Accesses should also encourage recreational walking and cycling</p>	<ul style="list-style-type: none"> ▪ Improve and create new sustainable transport links into the area ▪ Reduce the need to travel by car ▪ New pedestrian/cycle bridge over River Ouse to improve connectivity with the City and improve and enhance existing riverside usage. ▪ Improve pedestrian and cycle links and access routes into the surrounding area ▪ Pedestrian and Cycle routes only-detached from vehicular traffic
<p>Internal Transport Network: There is a concern that vehicular routes through York Northwest have the potential to experience disproportionately high levels of traffic seeking to avoid congestion on main routes into and out of the City Centre. These routes could have a negative impact upon the surrounding transport network, and the environment and desirability of York Northwest</p>	<ul style="list-style-type: none"> ▪ Restrict certain routes and accesses within York Northwest to public transport and/or cycle/pedestrian use only.
<p>Parking: Alongside a good public transport network, the amount and distribution of new car parking provided within York Northwest, can act to deter residents, employees and visitors from using their cars to access and move around the area.</p>	<ul style="list-style-type: none"> ▪ Introduce maximum parking standards, below those set out for the City as a whole ▪ Encourage shared parking, which maximises use of spaces and encourages day time and evening economy ▪ Encourage car club schemes ▪ Create park and ride scheme at potential railway hub at British Sugar
<p>Freight: There is a city wide freight strategy to improve the efficiency of freight movement and minimise its adverse effects on the environment of the City. As part of the policy framework in the LTP2 there is a commitment to identifying a consolidation centre near the outer ring road to facilitate the transfer of goods to smaller vehicles for city centre access.</p>	<ul style="list-style-type: none"> ▪ Provide a vehicle consolidation centre for the removal of heavy goods vehicles from the City Centre

Transport Options

4.66 Based on the table set out above, further thought needs to be given to:

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

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

Vehicular Access

[INSERT PLANS SHOWING LOCATION OF EXISTING AND POTENTIAL ACCESS POINTS]

4.68 In theory most of these vehicular access options shown below could be implemented together although only a selection of these options are likely to be needed to serve any new developments. We would like your opinion on which are the most preferable options.

Vehicular Access Options		
Options	Advantages	Disadvantages
Option T1 Water End	<ul style="list-style-type: none"> Well related to the broader road network Could reduce the pressure on the existing residential area to north of York Central site No adverse impact upon historic City core or listed buildings within York Central area Would offer the potential to create a link between British Sugar and York Central sites 	<ul style="list-style-type: none"> Unrestricted access from Water End could encourage undesirable through traffic into City Centre via York Northwest Access from Water End into York Central area via Millennium Green could lead to loss of, or considerable disturbance to this valuable open space A bridge would be required to cross the East Coast Main line and overcome level differences between Water End, York Central and British Sugar- this could be costly and visually intrusive
Option T2 Holgate Business Park	<ul style="list-style-type: none"> This access point would be well related to the broader road network and public transport network Location would allow access to the heart of York Central Land available adjacent to Business Park to accommodate new highway 	<ul style="list-style-type: none"> A bridge or tunnel would be required over the railway lines which is likely to be expensive and visually intrusive Could increase congestion and air pollution, particularly on the A59 through encouraging more cars on roads closer to the City Centre Could adversely impact on surrounding residential areas
Option T3 Queen Street	<ul style="list-style-type: none"> This access point would be well related to the broader road network and public transport network Location allows access directly into the southern part of York Central 	<ul style="list-style-type: none"> Access likely to increase traffic movements and air pollution in an area already suffering from congestion and air pollution A number of existing uses in this area would need to be relocated New access has the potential to have an unacceptable adverse impact on the listed railway station and city walls The York Railway Institute, which is currently the subject of a listing application, would have to be relocated The relative differences in highway and rail levels would mean that it would be complicated to form connections with the inner ring road
Option T4	<ul style="list-style-type: none"> Well related to link into the broader road network and 	<ul style="list-style-type: none"> Access likely to increase traffic movements and air pollution in

Vehicular Access Options		
Options	Advantages	Disadvantages
Holgate Road	<ul style="list-style-type: none"> public transport network Location allows access directly into the southern part of York Central 	<ul style="list-style-type: none"> an area already suffering from congestion and air pollution The relative differences in highway and rail levels would mean that it would be complicated to form connections with the inner ring road <p>Would require the demolition of existing office block</p>
Option T5 Re-route Leeman Road	<ul style="list-style-type: none"> Would allow the consolidation of NRM onto a single site Could provide access to a potential transport interchange to the rear of the site Marble Arch is well located to provide access to rear of railway station and existing parking areas 	<ul style="list-style-type: none"> Retention of vehicular access would limit scope for creation of attractive pedestrian and cycle route from City Centre Limited headroom under Marble Arch therefore alternative access route would still be needed for larger vehicles New vehicular access would need to be created into St Peter's Quarter and/or part of Leeman Road would need to remain open Currently borderline air quality issues in Salisbury Terrace, which may be affected by changes in road layout Unrestricted access could encourage undesirable through traffic into City Centre Crossing would be required over railway lines serving NRM - this could be expensive
Option T6 British Sugar HGV access	<ul style="list-style-type: none"> Allows access into the heart of the British Sugar site Good links to road network and public transport network It is an existing access, which could be easily upgraded 	<ul style="list-style-type: none"> Unrestricted access has the potential to encourage undesirable through traffic from A1237 to A59 Potential for adverse impact on amenity of residents living along Millfield Lane Potentially need to re-design junction between Millfield Lane and A59 Potential conflict between vehicles and pupils attending new Manor school and possible air quality issues
Option T7	<ul style="list-style-type: none"> Good potential links to road network and public transport 	<ul style="list-style-type: none"> Would lead to the loss of part of Civil Service Sports Ground

Vehicular Access Options		
Options	Advantages	Disadvantages
Civil Service Sports Ground	<ul style="list-style-type: none"> network • Minimum disruption to existing residential properties • Could improve access to proposed Manor School • Allows access into the heart of the British Sugar site 	<ul style="list-style-type: none"> • Would lead to the loss of greenbelt
Option T8 Plantation Drive	<ul style="list-style-type: none"> • Existing access therefore limited costs • Close to existing public transport and road network 	<ul style="list-style-type: none"> • Increased traffic could have a detrimental impact on the amenity of residents along Plantation Drive • There would be insufficient space to increase width of road
Option T9 Great North Way	<ul style="list-style-type: none"> • Potential to link existing business park with British Sugar and potential railway halt • Would allow access into the heart of British Sugar • Good access to the ring road 	<ul style="list-style-type: none"> • Would require a bridge over the Harrogate railway line which could be expensive • May not be sufficient space to accommodate link, due to recently approved expansion of the business park • May disturb protected bees and wasps which inhabit the embankment
Option T10 Existing Manor School site	<ul style="list-style-type: none"> • Good links to public transport and wider road network • Council owned land therefore achievable without CPO • Space to accommodate dual carriageway if necessary, therefore has the capacity to accommodate greater volume of traffic than alternative routes into the site 	<ul style="list-style-type: none"> • Could possibly lead to the loss of playing field depending on detailed alignment • Potential for adverse impact on amenity of residents living along Poppleton Lane and Millgates
Option T11 Ouseacres	<ul style="list-style-type: none"> • Good links to public transport and wider road network • Existing road and therefore achievable with minimum disruption/expense 	<ul style="list-style-type: none"> • Potential need to bridge culvert • Increased traffic could have a detrimental impact on the amenity of nearby residents
Option T12 Along Railway line	<ul style="list-style-type: none"> • Would link York Central and British Sugar sites, improving permeability through the area 	<ul style="list-style-type: none"> • Unrestricted access has potential to create undesirable through traffic through York North West • There would be insufficient space to have two carriageways and further feasibility work would be required.

Vehicular Access Options		
Options	Advantages	Disadvantages
		<ul style="list-style-type: none"> • Would require bridge over or tunnel under Freight Avoidance Line, which is likely to be expensive and may not be physically possible • Potential safety issues due to proximity of road to railway line.
Option T13 Allotments	<ul style="list-style-type: none"> • Would link directly to A59 and public transport network • Space to accommodate dual carriageway if necessary, therefore has the capacity to accommodate greater volume of traffic than alternative routes into the site 	<ul style="list-style-type: none"> • Would lead to the loss of valuable community facility • Allotments would need to be relocated • Current planning application for redevelopment of Tarmac site could prevent the creation of an access to British Sugar in this location

Public Transport

[INSERT PUBLIC TRANSPORT PLAN]

4.69 Of the options presented below, T14, T15, T16 and T21 could all be implemented together. Options T17 to T20 all relate to the provision of a new public transport interchange at the Central Railway Station. Only one of these options could therefore be implemented. We would like to know which option you think is preferable.

Public Transport Options		
Options	Advantages	Disadvantages
<p>Option T14</p> <p>Train/ tram using York-Harrogate-Leeds line</p>	<ul style="list-style-type: none"> Existing infrastructure could accommodate this service Would provide a sustainable connection between York Northwest to City Centre and beyond to Harrogate and Leeds By providing alternative to private car and buses, would have the potential to reduce traffic congestion and air pollution in city centre Scope exists to create new rail halts at A59 P&R, British Sugar and York Central (west) 	<ul style="list-style-type: none"> Depends upon viability of tram/ train system more generally Part of a wider scheme therefore less control over outcome and timescales Dependent on the capacity of the rail line and operational rail issues.
<p>Option T15</p> <p>New Interchange East of Station (requires the closure of Queen Street)</p>	<ul style="list-style-type: none"> Already established as an interchange point Closure of Queen Street to general traffic would help to improve air quality in this area 	<ul style="list-style-type: none"> Ideally would require a new bridge which could be expensive The removal of traffic from Queen Street could have unacceptable impacts on other roads in the City Centre
<p>Option T16</p> <p>New Interchange Queen Street Bridge</p>	<ul style="list-style-type: none"> Bridge could provide access to York Central for all traffic or just public transport Allow direct pedestrian links from the bridge to the railway platforms below 	<ul style="list-style-type: none"> May be expensive due to difficulties of building over the railway lines Difficult to create sufficiently large facility in this location Interchange would lie too far from the main pedestrian desire line (from the north of railway station towards the city centre) May have a detrimental impact on the setting of surrounding listed buildings

Public Transport Options		
Options	Advantages	Disadvantages
		<ul style="list-style-type: none"> The York Railway Institute, which is currently the subject of a listing application, would have to be relocated
Option T17 New Interchange at Marble Arch/ West of Station	<ul style="list-style-type: none"> Well related to railway station, York Central and City Centre Would provide opportunity to transform whole Marble Arch area Opportunity to create a new western entrance to railway station Potential to improve pedestrian and cycle links between the City Centre and York Central 	<ul style="list-style-type: none"> Due to the height restrictions at Marble Arch it would not be possible for 'double decker' buses to use this access. Lowering the road could have significant cost implications and may not be operationally viable Technical difficulties in providing a pedestrian link between the station platforms and bus stop(s)
Option T18 New interchange split east/ west of railway	<ul style="list-style-type: none"> Would provides a new entry and interchange on the western side, while at the same time providing an interchange between bus and rail to serve the city centre Western entrance Would provide a new gateway to York Central Potential to improve pedestrian and cycle links between the City Centre and York Central 	<ul style="list-style-type: none"> Significant distance between bus stops at the east and west of the station would mean longer walking distances for travellers Network Rail/Train Operating Company operational/security constraints may preclude pedestrian through route linking both sides of the interchange
Option T19 New local interchange within British Sugar site	<ul style="list-style-type: none"> Would have the potential to encourage cycling, walking and use of public transport, rather than private car Would improve accessibility of British Sugar by public transport from all over City Centre Potential to link into the York-Harrogate-Leeds line Potential to develop alongside new District Centre 	<ul style="list-style-type: none"> Second main interchange would still be required in more central location associated with main railway station

New Pedestrian and Cycle Access Options

[Insert appropriate plan]

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

Pedestrian and Cycle Options		
Options	Advantages	Disadvantages
Option T20 New Bridge across River	<ul style="list-style-type: none"> • Would create a strong link between York Northwest, the riverside area and the emerging cultural quarter around Museum gardens to the Minster. • Well designed bridge would have the potential to enhance the appearance of the area and encourage visitors to York Central 	<ul style="list-style-type: none"> • New bridge could be expensive. • Potential flooding issues on the eastern bank of the river. • To minimise height of structure the headroom may need to be reduced which would require Navigation Orders; this may affect flooding issues
Option T21 Link along railway lines via Water End	<ul style="list-style-type: none"> • Would provide a direct link between two key development areas and makes use of potentially underused land. • Would facilitate access to potential new community and social facilities allowing them to serve the whole of York Northwest 	<ul style="list-style-type: none"> • Safety issues associated with proximity to railway line • Would require crossing of railway line by tunnel or bridge both of which could be expensive
Option T22 York Business Park	<ul style="list-style-type: none"> • Would provide new northern access to AAP area. • Would link existing business park and residential properties to development opportunities at York Northwest, including access to potential rail halt and community facilities. 	<ul style="list-style-type: none"> • Bridge link may be difficult to accommodate given limited land to the north of the railway lines and approval of industrial units on business park. • New bridge or tunnel could be expensive.
Option T23	<ul style="list-style-type: none"> • Would provide a new access to York Central from the 	<ul style="list-style-type: none"> • New bridge or tunnel could be expensive and construction in

Pedestrian and Cycle Options		
Options	Advantages	Disadvantages
Holgate Business Park	<p>west and addresses severance of area by FAL.</p> <ul style="list-style-type: none"> • Attractive link for residents of York Central who wish to work at Holgate Business Park and vice versa • Would provide a new route from Business Park to railway station and city centre. 	<p>such close proximity to rail lines could be problematic.</p>
<p>Option T24</p> <p>Through Railway Station</p>	<ul style="list-style-type: none"> • Would improve access from railway station to York Central, and linkages to public transport at railway station and potential new interchange. • Potential to reopen existing redundant post office tunnel. • Potential linkages with City Centre transport loop connecting the Station, the City Centre and the hospital 	<ul style="list-style-type: none"> • Route would only be accessible when railway station was open. • Dependent upon availability of redundant tunnel as cost of creating new tunnel would be prohibitive. • New bridge could impact upon listed railway station • Network Rail/Train Operating Company operational/security constraints may preclude pedestrian through route linking both sides of the interchange
<p>Option T25</p> <p>Cinder Lane/Wilton Rise</p>	<ul style="list-style-type: none"> • Bridge already in place • Route is currently underused due to poor quality of route therefore opportunity to significantly enhance pedestrian and cycle movements in this location. 	<ul style="list-style-type: none"> • Existing bridge involves steps and hence requires cyclists to dismount and carry bikes, is a barrier to carers with prams and people with disabilities. • Rebuilding may need to be undertaken to ensure it is accessible to all and sited to relate to the new layout of the area • Upgrading would involve working over rail lines
<p>Option T26</p> <p>Marble Arch</p>	<ul style="list-style-type: none"> • Removal of traffic from Marble Arch would enable existing vehicle tunnel to be used by pedestrians and cyclists creating a more spacious and attractive route. • Would improve quality of linkages with cultural quarter and City Centre 	<ul style="list-style-type: none"> • Removes the only unrestricted vehicular access into the southern part of York Central and links to Leeman Road. • Alternative route for public transport vehicles would need to be created. • Would reduce potential options for locating new transport interchange
<p>Option T27</p>	<ul style="list-style-type: none"> • Prominent location which would create a new gateway into British Sugar. 	<ul style="list-style-type: none"> • Would restrict redevelopment of redundant school site.

Pedestrian and Cycle Options		
Options	Advantages	Disadvantages
Manor School	<ul style="list-style-type: none"> • Good linkages to existing public transport route along Boroughbridge Road. 	<ul style="list-style-type: none"> • Could impinge upon open space and sports fields.
Option T28 Ouseacres	<ul style="list-style-type: none"> • Would provide access to the southernmost part of British Sugar facilitating the creation of a link right through the site. • Existing road and footpath already in place for some of the way therefore limited new development required. • Would facilitate linkages between existing residential area and new development opportunities at British Sugar. 	<ul style="list-style-type: none"> • Ouseacres is narrow and an increase in its usage could have an adverse impact on amenity of existing residential properties. • Current planning application for redevelopment of Tarmac site could prevent the creation of an access to British Sugar in this location. • Significant level change to overcome.
Option T29 Plantation Drive	<ul style="list-style-type: none"> • There is an existing access into British Sugar at this point and therefore no requirement to create a new link onto Boroughbridge Road. • Would provide a good link between British Sugar and existing public transport routes along Boroughbridge Road. • Would facilitate access for adjacent residential properties to new community and social facilities and minimise car usage. 	<ul style="list-style-type: none"> • Increase in usage of Plantation Drive could have an adverse impact on amenity of existing residential properties on Plantation Drive.

Questions

What are your views on the options for access into York Northwest?

Which options do you think should be pursued?

Have you any further comments on transport issues?

OPEN SPACE AND BUILT SPORTING FACILITIES

Introduction

4.71 The provision of attractive open spaces and recreation space is fundamental to the creation of sustainable settlements and the promotion of health and wellbeing.

Open Space

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

4.73 Following the production of this strategy, further work has been commissioned, to consider examine existing open space provision and deficiencies in open space at York Northwest.

Open Space Standards for York Northwest

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

Built Sporting Facilities

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

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

4.76 It will clearly not be possible, nor desirable, to meet all of the sports facilities requirements, set out above, within York Northwest. However, when considering what sporting and leisure facilities could be provided at York Northwest, it is important to consider the results of this study. In particular if the Railway Institute and British Sugar sports field closes as

part of the York Northwest development, replacement facilities will need to be provided on site.

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

Key Issues, Ideas and Opportunities

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

Figure 7: York Northwest Open Space, Leisure and Recreation- Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Need for new open space: Existing open space is severely limited in York Northwest, comprising Millennium Green and an area of conservation value within British Sugar. Millennium Green is a valuable community resource and will need to be protected or replaced within the redevelopment of York Northwest. Furthermore, additional open space will be required as part of the York Northwest development. The amount required will ultimately depend on the amount of residential dwellings and employment uses brought forward on the site. However, when deciding the quantity, type and location of any open space to be provided within York Northwest, the findings of the Open Space, Sport and Recreation Study for York Northwest should be taken into account.</p>	<ul style="list-style-type: none"> ▪ Creation of attractive open space able to meet all needs of new community ▪ Improve setting and access to Millennium Green and provide replacement provision if space lost due to redevelopment. ▪ Provision of attractive amenity space for all members of the community ▪ Attractive open space important to visitors as well as residents and employees ▪ Opportunity to create new wildlife corridors ▪ Opportunity to create space to be used for community events
<p>Need for new built sporting facilities: Existing provision is relatively limited in York Northwest and comprises a small children’s playground at Carlisle Street, the York Railway Institute and a sports field and club within British Sugar. The loss of any of these facilities will need to be replaced within the redevelopment of York Northwest. Furthermore, additional facilities will be required as part of the York Northwest development. The amount of built sporting facilities required will ultimately depend on the amount of residential dwellings and employment uses brought forward on the site. However, when deciding the quantity, type and location of any new open space and built sporting facilities to be provided within York Northwest, the findings of the Open Space Needs Assessment, the Open Space Study for York Northwest and the Sports and Active Leisure Strategy should be taken into account.</p>	<ul style="list-style-type: none"> ▪ Creation of attractive recreation and leisure facilities able to meet all leisure and recreational needs of new community ▪ Replacement of facilities lost following closure of British Sugar, and potential closure of Railway Institute ▪ Provision of safe play space for children ▪ Provision of facilities for teenagers ▪ Attractive open space important to visitors as well as residents and employees ▪ Opportunity for shared use of sports facilities
<p>Location of new Open Space, built sporting facilities: Open space will need to form an integral part of the overall development. The scale and location of the open space will need to be considered, with the chosen distribution and scale of open space maximising its use by the whole of the new York Northwest community. Furthermore, the open space provision within York Northwest, should meet the accessibility standards set out in the York Open Space, Sport and Recreation Study. Amenity open space should promote connectivity within the site and should maximise linkages with areas adjacent to the site. A range of play equipment suitable for all age groups will need to be arranged in clusters throughout the area.</p>	<ul style="list-style-type: none"> ▪ Open space should be accessible to employees and residents on foot ▪ Linkages with community and health facilities to facilitate dual purpose trips ▪ Potential for open space to be used as a buffer between incompatible uses for example railway line and new residential areas ▪ Potential for shared use of facilities for example open space accessible to schools and the wider community e.g. at the new Manor School ▪ Innovative open space should be encouraged e.g. green rooftops
<p>Community Stadium: Active York have identified the need for a new professional sports stadium to accommodate the York City Football Club and York City Knights, as well as acting as a city wide community multi-sports</p>	<ul style="list-style-type: none"> ▪ Significant visual impact due to scale of stadium required ▪ Potential for significant traffic generation ▪ Opportunity to encourage visitors to travel by train if stadium located close to

Figure 7: York Northwest Open Space, Leisure and Recreation- Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>facility. This Stadium is required to be open by 2015. York Northwest is one potential location to accommodate this stadium. There will be a need to consider the impact of the stadium on surrounding land uses (existing and proposed), the visual impact of the stadium, the potential impact on the historical environment and the land take-up of the stadium. The viability of a stadium as part of the wider development of the area would also need to be appraised and could only be taken forward if it were to be financially feasible.</p>	<ul style="list-style-type: none"> ▪ railway station or new railway halt ▪ Potential to limit vehicle movements in city centre if stadium located close to Park and Ride ▪ Opportunities for linkages with community centre which would allow shared use of restaurants etc ▪ Opportunity for dual use of community facilities by schools as playing fields ▪ Opportunity for development of conference facilities associated with stadium ▪ Potential linkages with stadium and tourism uses and cultural quarter ▪ Strengthen links between football and rugby clubs and the local community ▪ Provide a permanent home for the football and rugby clubs and would allow a growth in attendance and cater for changes in club requirements ▪ The new facilities would improve the opportunities for youth training and development and for specialist areas such as women’s football and rugby development

Options

- 4.79 Based on the table set out above, it is clear that both open space and leisure facilities will need to be provided within York Northwest and that the quantity and location of these uses will need to meet the standards which will be set out in the city-wide Open Space, Sport and Recreation Study and the Open Space, Sport and Recreation Study for York Northwest. You will be consulted on this city wide Open Space, Sport and Recreation Study as part of the consultation on the Core Strategy. Comments from this will be used to inform the work on York Northwest.

- 4.80 We have deliberately not provided options in relation to the potential location of open space and built leisure facilities, given that the location of such facilities will ultimately be influenced on the location and mix of employment and housing uses within York. The site specific locations for different types of open space and built sports facilities will therefore form part of the next stage of work in developing the preferred options. However, in the meantime we would like your opinion on the types of open space that should be provided in the York Northwest area.

Question

18. What types of open space and leisure facilities should be developed at York Northwest?

4.81 In the Council policy prospectus a need is identified for a new football stadium for York City AFC. York Northwest is one of a number of options which could be investigated further. We would like your views on whether you consider York Northwest is an appropriate location for a new community stadium and if so where should it be located. A number of options are provided below to stimulate your thoughts on this issue and your comments would be welcomed.

Location of Stadium

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

Options	Advantages	Disadvantages
<p>Option O1</p> <p>Adjacent to railway station</p>	<ul style="list-style-type: none"> • Potential to create good pedestrian link from railway station • Potential to create good pedestrian link from City Centre • Potential to create good pedestrian link from National Railway Museum • Ancillary facilities such as hotel and conference facilities would be well related to existing and proposed commercial areas • Potential to share car parking with adjacent commercial area • Creation of jobs, education and regeneration opportunities, in close proximity to both the City Centre and the railway station • Would provide an opportunity for potential conference facilities (close to the NRM) to be linked to the stadium. 	<ul style="list-style-type: none"> • Takes up centrally located land which might be better used for a new commercial area to provide new office space or residential accommodation • Could increase congestion and worsen air pollution- if a large numbers of supporters travelled to the site by car • Potential adverse impact upon historic environment/listed buildings • Potential adverse impact upon traffic and pedestrian flows through York Central area and the City Centre • It could cause noise and disturbance to existing and future residents
<p>Option O2</p>	<ul style="list-style-type: none"> • Potential for excellent public transport links, via the possible railway halt and links to the proposed park and 	<ul style="list-style-type: none"> • Potential conflicts with existing residential area

Northern end of British Sugar site	<p>ride</p> <ul style="list-style-type: none"> • Ensures that stadium does not increase congestion in City Centre • Good links to road network (i.e. A59 and A1237) 	<ul style="list-style-type: none"> • It could cause noise and disturbance to future residents and existing residents in the vicinity • Significant land take which might better be used for residential development • Could increase cross-city traffic on A1237 and radial routes • Could worsen air pollution hence would need to be fully assessed
<p>Option O3</p> <p>Linked to possible new District Centre in the vicinity of a rail halt on the British Sugar site.</p>	<ul style="list-style-type: none"> • Good links to public transport • Facilities within District Centre support Stadium (i.e. food and drink etc.) • Potential for shared car parking with commercial uses 	<ul style="list-style-type: none"> • Create traffic congestion within District Centre • May discourage use of District Centre by local residents on match days due to conflicts between residents and supporters • It could cause noise and disturbance to existing residents in the vicinity and future occupiers • Could worsen air pollution hence would need to be fully assessed

Questions

19. Do you think York Northwest is an appropriate location for a community stadium?

20. If so where should it be located?

URBAN DESIGN

Introduction

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

4.84 The importance of good design cannot be underestimated as it will ensure attractive, usable, durable and adaptable places and is a key element in achieving sustainable development. In York Northwest it is considered important to apply design principles to create an area which:

- is well mixed
- has well planned public spaces that bring people together
- functions well and adds to the overall character and quality of the area
- is safe and accessible
- supports the effective use of resources
- addresses the needs of all in society and is accessible, useable and easy to understand; and

- is visually attractive as a result of good architecture, urban design and landscaping.

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

Key Issues, Ideas and Opportunities

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

Figure 8: York Northwest Urban Design- Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Historic Context: Part of York Northwest abuts the Central Historic Core Conservation Area which covers the old Roman, Viking and Medieval City within the ancient City Walls, the walls themselves, and their approaches and surroundings. Furthermore the old railway station building itself falls within the Conservation Area. In this context, in developing proposals for the AAP it will be important to take into account the statutory requirement to ensure that new development preserves or enhances the character and appearance of the Conservation Area. It will also be crucial to safeguard the character and setting of the nearby listed buildings and ancient monument (City walls).</p>	<ul style="list-style-type: none"> ▪ Potential to draw upon the historic influences whilst at the same time encouraging high quality contemporary buildings and designs and iconic structures. ▪ Development could seek to draw on qualities and characteristics of the historic core of York without trying to mimic them. ▪ Could create a distinctive development form that does not detract from the historic City Centre. ▪ Opportunity to create a place with its own identity but which responds to, and reinforces, locally distinctive patterns of development, heritage, landscape and culture- a development which is distinctively York ▪ Opportunities to enhance and protect important and sensitive views
<p>Sustainable Communities: In design terms the key requirements which make a sustainable community include the provision of a safe and healthy local environment with well designed public and green spaces and with a range of buildings which, both individually and collectively, meet different needs over time. Development should also minimise the use of non renewable resources during construction, use sustainable design and construction techniques and minimise carbon and energy emissions. Design of buildings needs to take account of air quality issues.</p>	<ul style="list-style-type: none"> ▪ Opportunities should be taken to utilise recycled materials wherever possible and energy efficient layouts and building designs should be encouraged, for example use of photovoltaics and recycling of grey water. ▪ Explore potential for the provision of a combined heat and power system and community heating as part of large new developments. ▪ Promote the building of a zero carbon development in York Northwest to act as best practice for other schemes and promote the use of available technologies elsewhere in York ▪ Areas of open space could be linked in the form of green corridors, helping to make open space provision more integrated into the community, to create a network of public open space ▪ Green networks could simultaneously create habitats for nature conservation alongside new pedestrian and cycle routes ▪ Discouraging use of private cars will make the new community healthier, more sustainable and less polluting
<p>Built Environment and Public Realm: Due to the prominent location of York Northwest in the heart of the City and highly visible from main railway line and key approaches to the city it will be crucial to ensure that all development on the site is of the highest possible quality. As well as the buildings themselves there is a need to ensure that the treatment of the spaces between buildings is given due</p>	<ul style="list-style-type: none"> ▪ Opportunity to achieve high quality contemporary design which creates a world class built environment. ▪ Potential to respond to local building forms and patterns of development in the detailed layout and design of development which will help to reinforce a sense of place including reference to its railway and industrial past.

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

Issues	Ideas and Opportunities
<p>consideration. Thought needs to be given to the framework of routes and spaces that connect locally and more widely and the way developments, routes and open spaces relate to one another. The layout provides the basis plan on which all other aspects of the form and uses of a development depend. There is a need to consider the degree to which the area's layout is divided by small streets or has longer street frontages.</p>	<ul style="list-style-type: none"> ▪ Scale and massing of new development needs to be considered in relation to that of adjoining buildings, the topography, the general patterns of heights in the area and views, vistas and landmarks. ▪ Well designed public spaces could support and enhance the anticipated large scale tourism, cultural and business provision. ▪ Opportunity for a centrally located civic square or plaza in close proximity to the business and tourism uses. This high quality public space could act as the key civic, cultural and business 'gateway' into the southern part of York Northwest and the function as the point of principal pedestrian access. ▪ The public realm could be enhanced by public art and this should be taken into account early in the design process rather than being treated as an afterthought. ▪ Opportunities to create 'gateways' comprising key visible structures, spaces and/or buildings at strategic locations around York Northwest. ▪ Opportunities to ensure in parts of the area that ground floors are occupied by uses that relate directly to passing pedestrians and create activity and interest. ▪ Opportunity to ensure that the design of public spaces takes into account the microclimate including daylight and sunlight, wind, temperature and frost pockets. ▪ Outside of the commercial area public open spaces should be overlooked by housing, to provide natural surveillance to reduce the likelihood of vandalism and provide security for children playing. Open, welcoming locations could be designed that are not tucked away on backland sites with access via narrow alleys or paths ▪ Opportunity to create a place where public and private spaces are clearly distinguished and have clear uses. Where private space is meaningful and appropriate for the need and public space is well designed, safe for all users, has a use and relates well to adjacent buildings and uses ▪ Potential to create a place that has a clear image and is easily understood with recognisable routes, gateways, inter-sections and landmarks to help people find their way around.

Figure 8: York Northwest Urban Design- Issues, Ideas and Opportunities	
Issues	Ideas and Opportunities
<p>Landscape: Consideration will need to be given to the character and appearance of the site, including its shape, form, ecology, natural features, colours and elements and the way these components combine. This includes all open space, including its planting, boundaries and treatment. Areas of both hard and soft landscaping are equally important in creating an attractive area to live work and visit and the treatment of this landscaping will be crucial to the ‘feel’ of the completed development.</p>	<ul style="list-style-type: none"> ▪ Potential to promote layout and density of development that helps increase accessibility to public transport and reduces traffic speed to create a safer environment. ▪ Think about flexibility in building design –simple robust building forms, not tightly designed to a very particular use allow for the greatest variety of possible future uses to be accommodated and hence create a sustainable pattern of development. <ul style="list-style-type: none"> ▪ Opportunities to maximise conservation value of existing features within the site. ▪ Potential to maximise natural assets such as the waterways, ponds and existing planting to help encourage attractive spaces and encourage biodiversity. ▪ Need to have due regard to ecological sensitivities for example rare species of mining bees known to inhabit a specific area on the British Sugar site. ▪ Hard and soft landscaping to be planned as a key part of the site development not provided as an afterthought. ▪ Open space could be designed so that is open and not tucked away on backland sites with access via narrow alleys or paths. ▪ Opportunity for a centrally located hard surfaced civic square or plaza in close proximity to the business and tourism uses to act as the key civic, cultural and business ‘gateway’ into the southern part of York Northwest and the function as the point of principal pedestrian access. ▪ Landscaping could be used to ensure that public and private spaces are clearly distinguished and have clear uses. ▪ Reflecting plant species that are common locally will help planting in new developments to reinforce the distinctive qualities of the area.

Questions

21. Do you have any comments in relation to the design issues outlined above?

22. Are there any other design issues which need to be taken into account in preparing the AAP for York Northwest?

PART 5.0: FUNDING AND DELIVERY

Introduction

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

Delivery Strategy

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

development to function independently of the rest of the new community, particularly if implemented ahead of the planned new social infrastructure. It will therefore be important to ensure that new developments are carefully planned and phased.

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

5.8 The outline permission will then be followed by a series of reserved matters submissions, which will provide details of the developments to be built out across the area.

Funding

Why is funding a significant issue for York Northwest?

5.9 It must be recognised that the York Northwest area, as previously developed land within a constrained urban area, is likely to be complicated and costly to develop. Significant funding will be required to address a range of issues, including to:

- provide the necessary transport infrastructure for the proposed sustainable community at York Northwest;
- provide community facilities (including health and education facilities), built leisure facilities, and open space for residents and employees within York Northwest;
- provide affordable housing;
- implement remediation measures for the decontamination of significant parts of the York Northwest area; and
- implement remediation measures for the protection of sites of archaeological interest within the York Northwest area.

Who will fund the development of York Northwest?

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

Private Sector Investment

5.11 Private sector investment has a crucial role to play in the redevelopment of York Northwest, primarily through bringing forward commercially attractive uses, such as market housing, employment uses, and commercial mixed-use schemes.

5.12 Developers however will be expected, where it is commercially viable, to commit, through formal legal agreements, to fund key infrastructure. Such agreements will ensure that some of the financial returns generated by the development of higher value land uses are used to ensure that the area can be developed both comprehensively and in a manner consistent with the standards set out in the agreed masterplan. Funding of key infrastructure may include payments made as part of a Transport Master Plan.

Public Investment

5.13 Public investment will be required in addition to developer contributions because of the high costs of necessary infrastructure, including transport. Yorkshire Forward are committed to supporting this project, with up front funding to overcome initial high costs, which will be recovered as the development is built out. The Council will be working with partners to investigate transport funding opportunities.

5.14 Furthermore, the Council will work with the York Housing Corporation in order to help support the delivery of affordable housing.

Further Work

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

6.0 PUBLIC CONSULTATION AND NEXT STEPS

Consultation Process

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

Have Your Say

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

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

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

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

Want to Know More?

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

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

SUMMARY OF QUESTIONS

1. What do you think about the suggested objectives for York Northwest?

2. Are there any other objectives which you think should be considered in developing a vision for York Northwest?

3. Do you have any comments on the definition of the boundary for the York North West Area Action Plan?

4. Do you think that there are any other characteristics of a sustainable community which have not been considered?

5. Do you think all relevant key issues, ideas and opportunities have been identified in Figure 2? If not, please let us know your views.

6. Do you think all relevant options, advantages and disadvantages have been identified above? If not, please let us know your views.

7. Which option, or mix of options, do you support? (please refer to option reference numbers, eg E1, E2 etc)

8. Do you think that all key issues, ideas and opportunities have been identified in Figure 3? If not please let us know.

9. In terms of density, which option (H1 or H2) do you consider most appropriate? Please let us know if there are other options you feel should be considered.

10. In terms of type of dwellings, which option do you consider most appropriate? Please let us know if there are other options you feel should be considered.

11. Do you think the relevant key issues, ideas and opportunities have been identified in Figure 4? If not please let us know your views.

12. Which option (S1-S4) do you consider is most appropriate? Please let us know if there are other options you feel should be considered.

13. Should comparison goods retailing be encouraged in York Central adjacent to the station (Option S5)?

14. Which of the options (C1-5) identified above do you support?

15. What are your views on the options for access into York Northwest?

16. Which options do you think should be pursued?

17. Have you any further comments on transport issues?

18. What types of open space and leisure facilities should be developed at York Northwest?

19. Do you think York Northwest is an appropriate location for a community stadium?

20. If so where should it be located?

21. Do you have any comments in relation to the design issues outlined above?

22. Are there any other design issues which need to be taken into account in preparing the AAP for York Northwest?

GLOSSARY

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

AONB - Areas of Outstanding Natural Beauty

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

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

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

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

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

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

Comparison Goods: Comparison goods comprise clothing, footwear, household appliances (electric or gas), carpets, furniture, computers, books, music/videos, toys, DIY equipment, audio-visual equipment, sports equipment and leisure goods.

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

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

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

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

Development Plan Documents (DPDs): spatial planning documents that are subject to independent examination, and together with the relevant Regional Spatial Strategy, will form the *development plan* for a local authority area for the purpose of the Act.

They can include a *Core Strategy*, Site Specific Allocations of land, and *Area Action Plans* (where needed). Other Development Plan Documents, including generic Development Control Policies, can be produced. Individual Development Plan Documents or part of a document can be reviewed independently from other Development Plan Documents. Each authority must set out the programme for preparing its *Development Plan Documents* in the *Local Development Scheme*.

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

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

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

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

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

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

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

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

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

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

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

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

exercises and if necessary, a Local Plan Inquiry. The Local Development Framework documents will supercede the Draft Local Plan.

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

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

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

Planning Policy Guidance 9: Nature Conservation (PPG9)

Planning Policy Guidance 12: Development Plans (PPG12)

Planning Policy Guidance Note 13 : Transport (PPG13)

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

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

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

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

Planning Policy Guidance Note 21 : Tourism (PPG21)

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

Planning Policy Statement 1 : Delivering Sustainable Development (PPS1)

Planning Policy Statement 3: Housing (PPS3)

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

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

Planning Policy Statement 11: Regional Spatial Strategies (PPS11)

Planning Policy Statement 12 : Local Development Frameworks (PPS12)

Planning Policy Statement 22 : Renewable Energy (PPS22)

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

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

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

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

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

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

SSSI - Sites of Special Scientific Interest

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

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


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

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

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

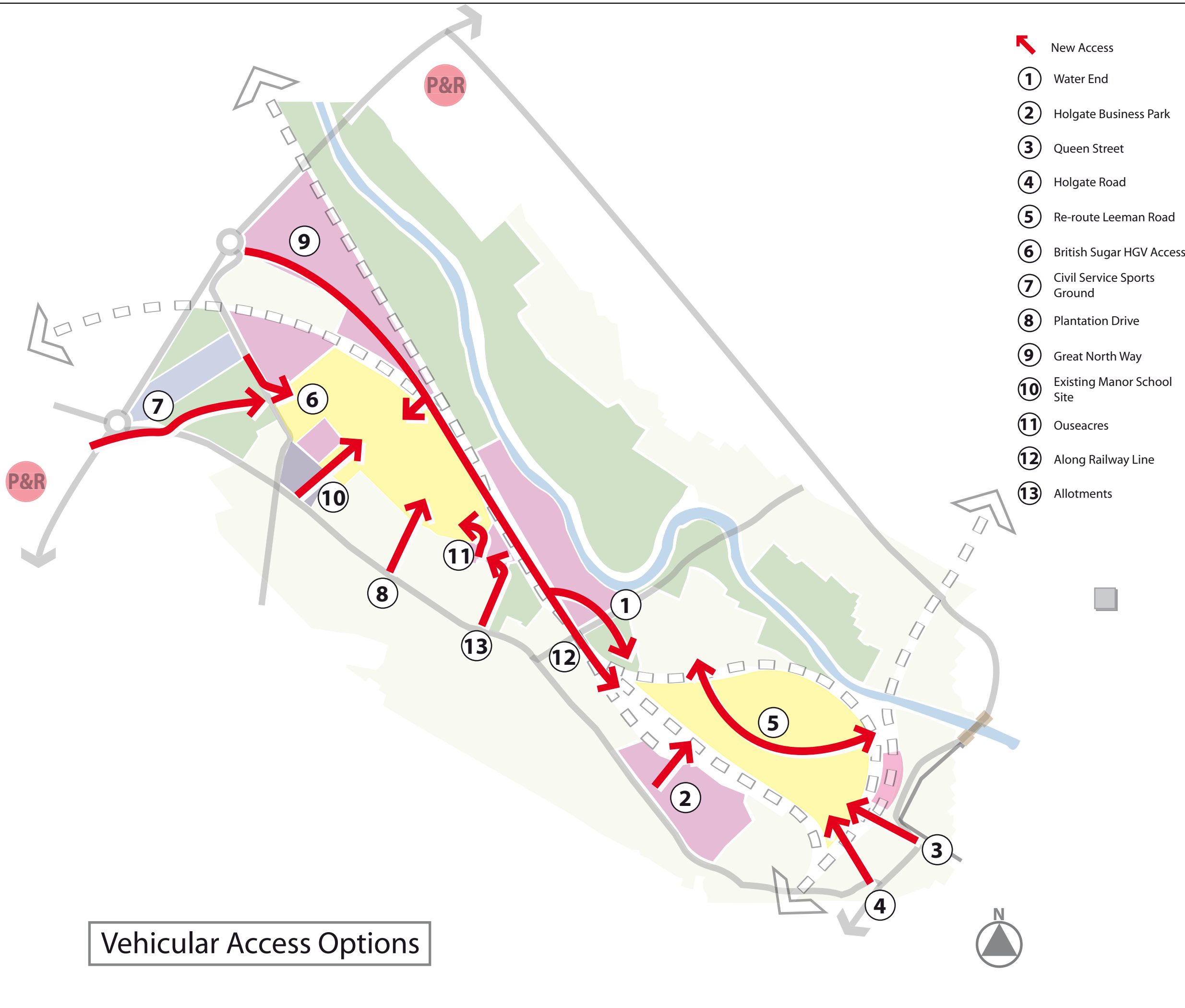
Supplementary Planning Documents (SPDs): provide supplementary information in respect of the policies in the Development Plan Documents. They do not form part of the Development Plan and are not subject to independent examination.

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

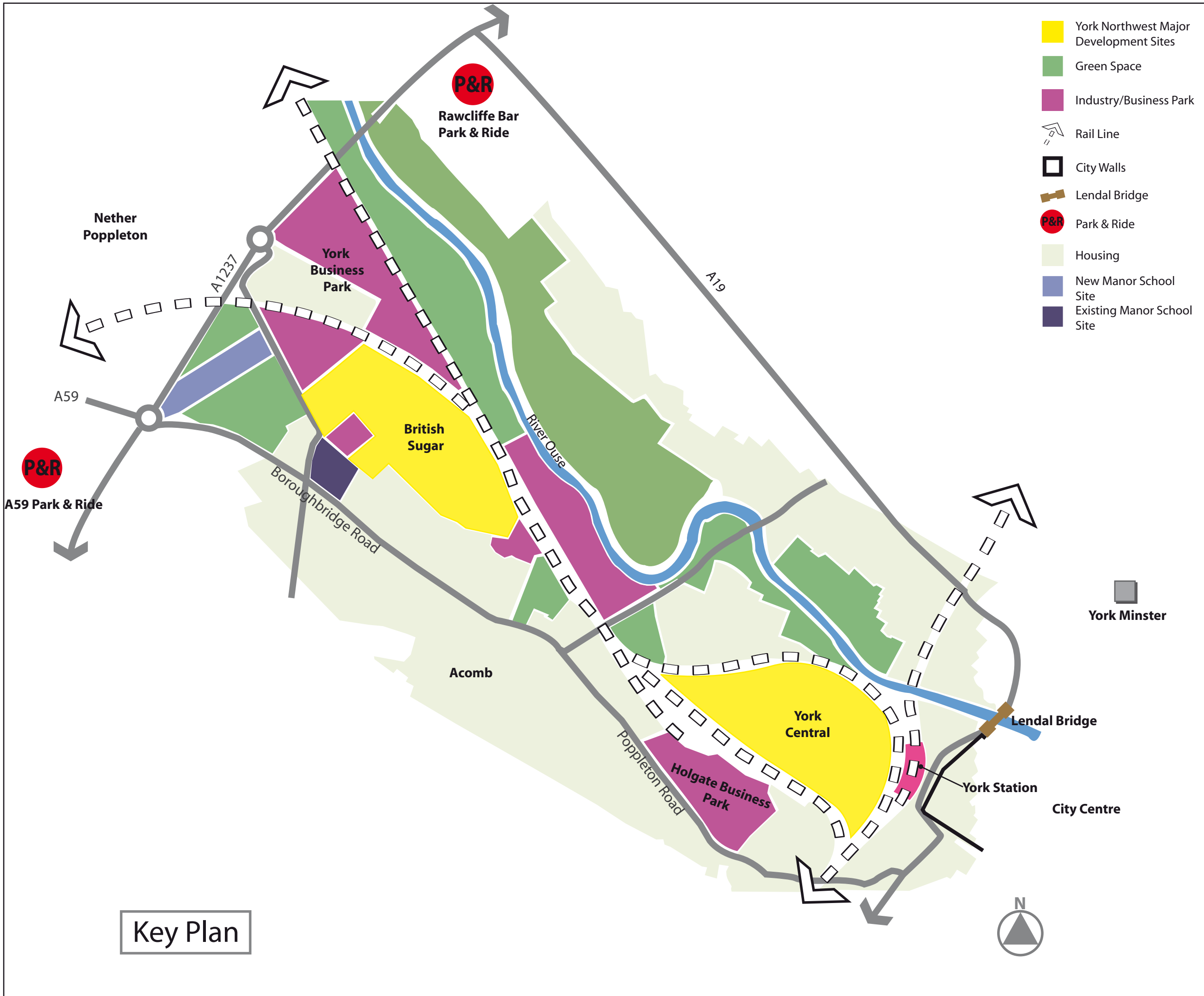


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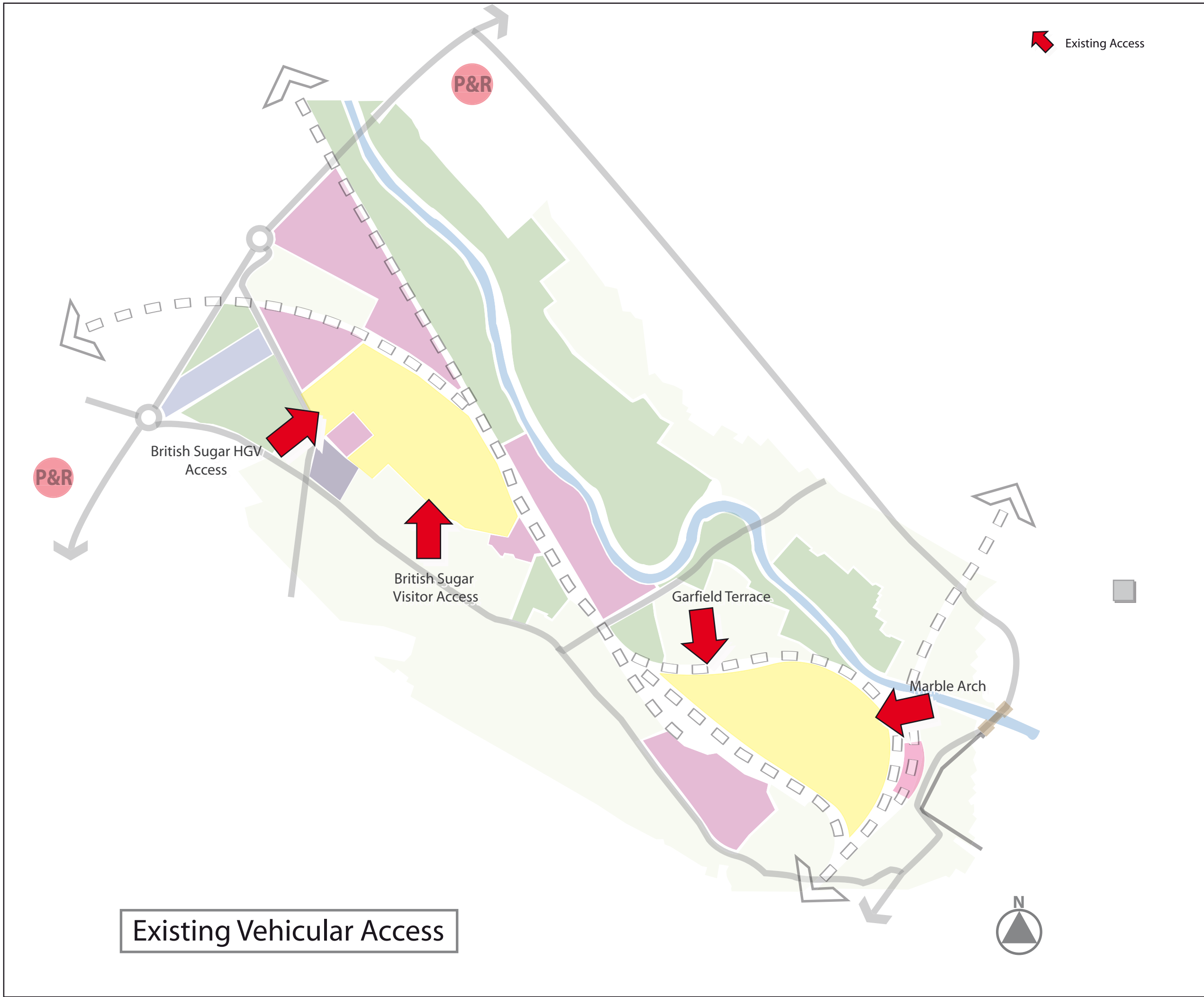
- York Northwest Major Development Sites
- Green Space
- Industry/Business Park
- Rail Line
- City Walls
- Lendal Bridge
- Park & Ride
- Housing
- New Manor School Site
- Existing Manor School Site



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

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nlp Nathaniel Lichfield and Partners

Project York Northwest

Title Existing Vehicular Access

Client

Date June 2007

Scale N.T.S

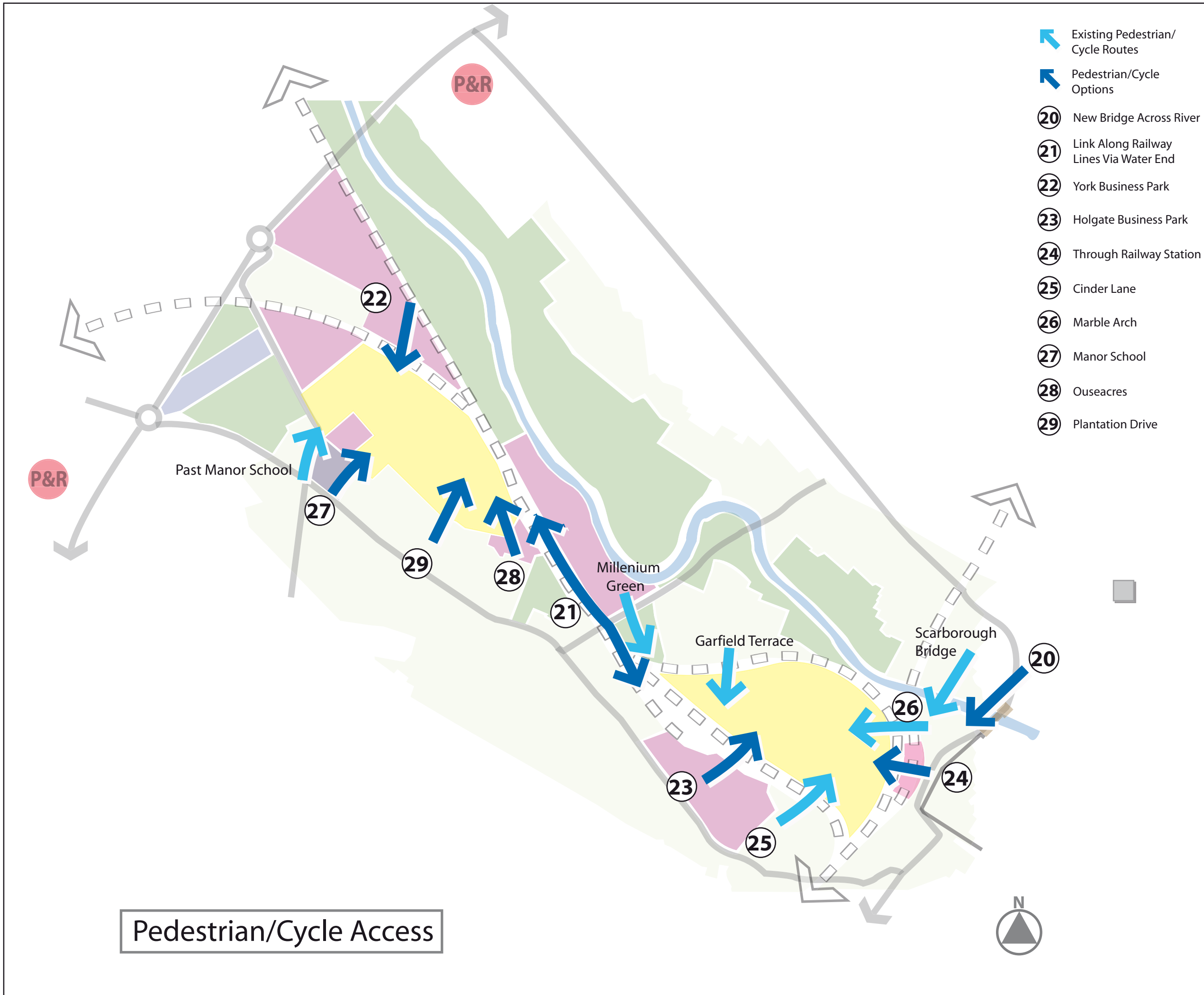
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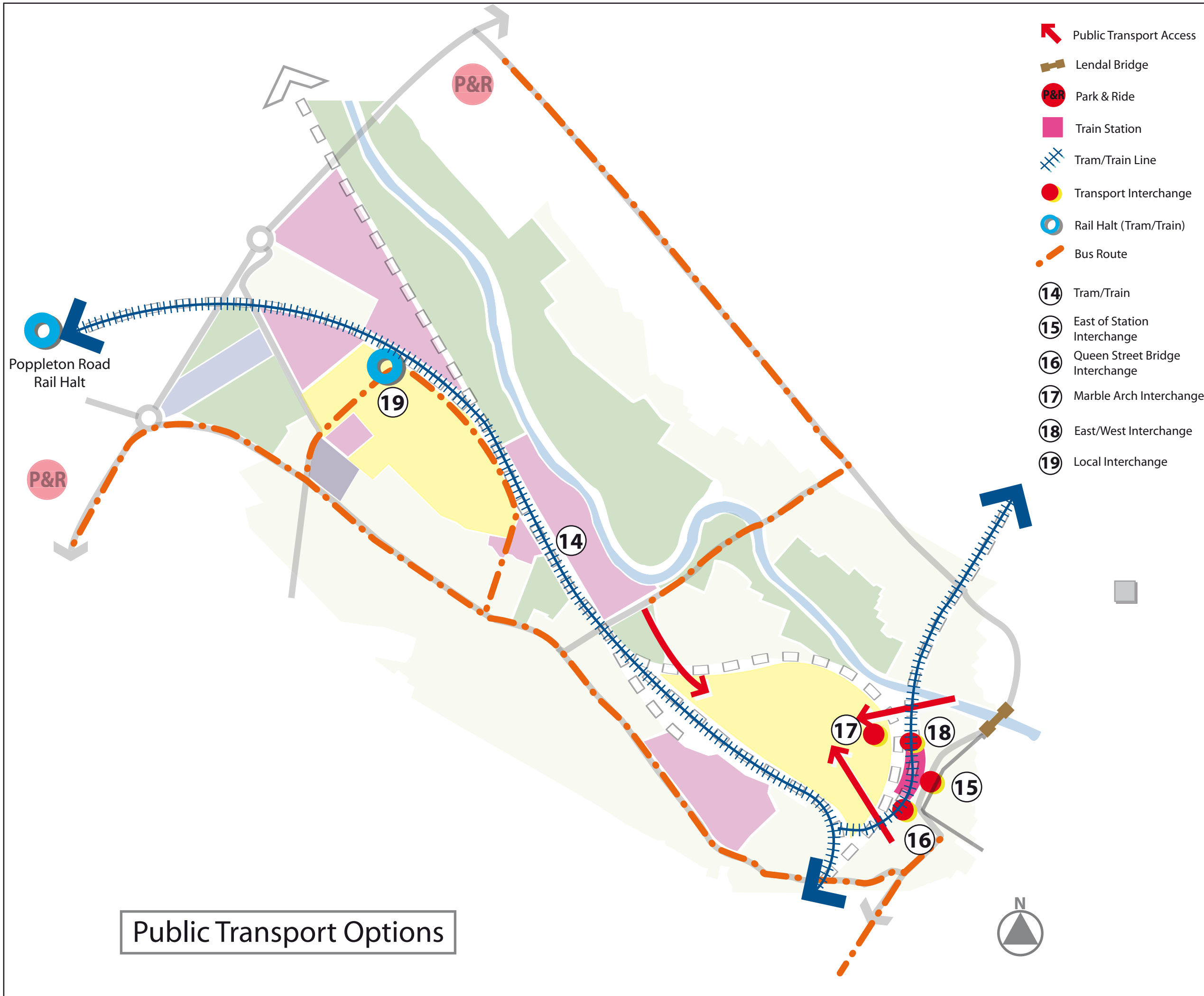
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Project	York Northwest
Title	Pedestrian/Cycle Access
Client	
Date	June 2007
Scale	N.T.S
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-  Public Transport Access
-  Lendal Bridge
-  Park & Ride
-  Train Station
-  Tram/Train Line
-  Transport Interchange
-  Rail Halt (Tram/Train)
-  Bus Route
-  14 Tram/Train
-  15 East of Station Interchange
-  16 Queen Street Bridge Interchange
-  17 Marble Arch Interchange
-  18 East/West Interchange
-  19 Local Interchange



Project York Northwest

Title Public Transport Options

Client

Date June 2007

Scale N.T.S

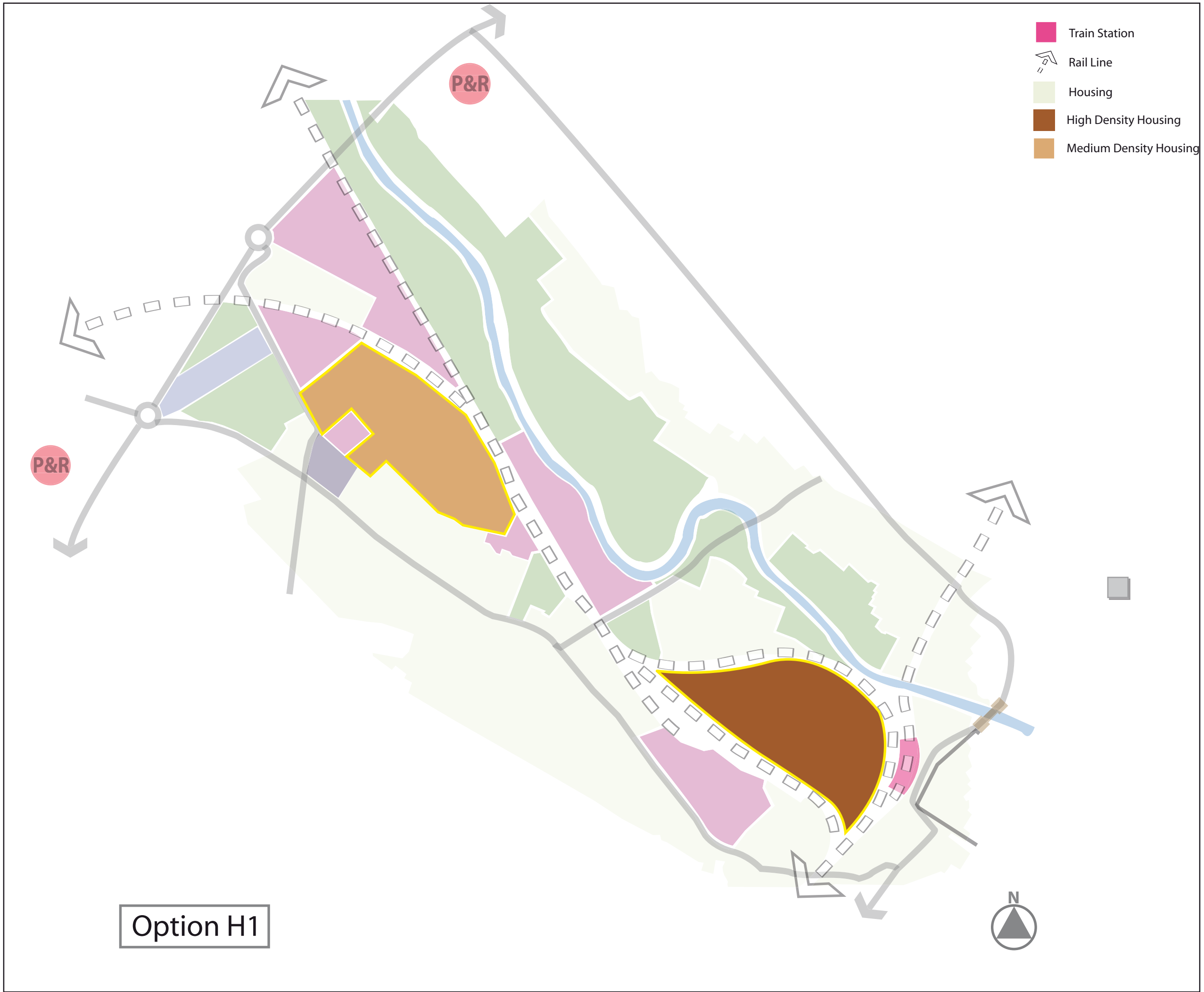
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- Train Station
- Rail Line
- Housing
- High Density Housing
- Medium Density Housing

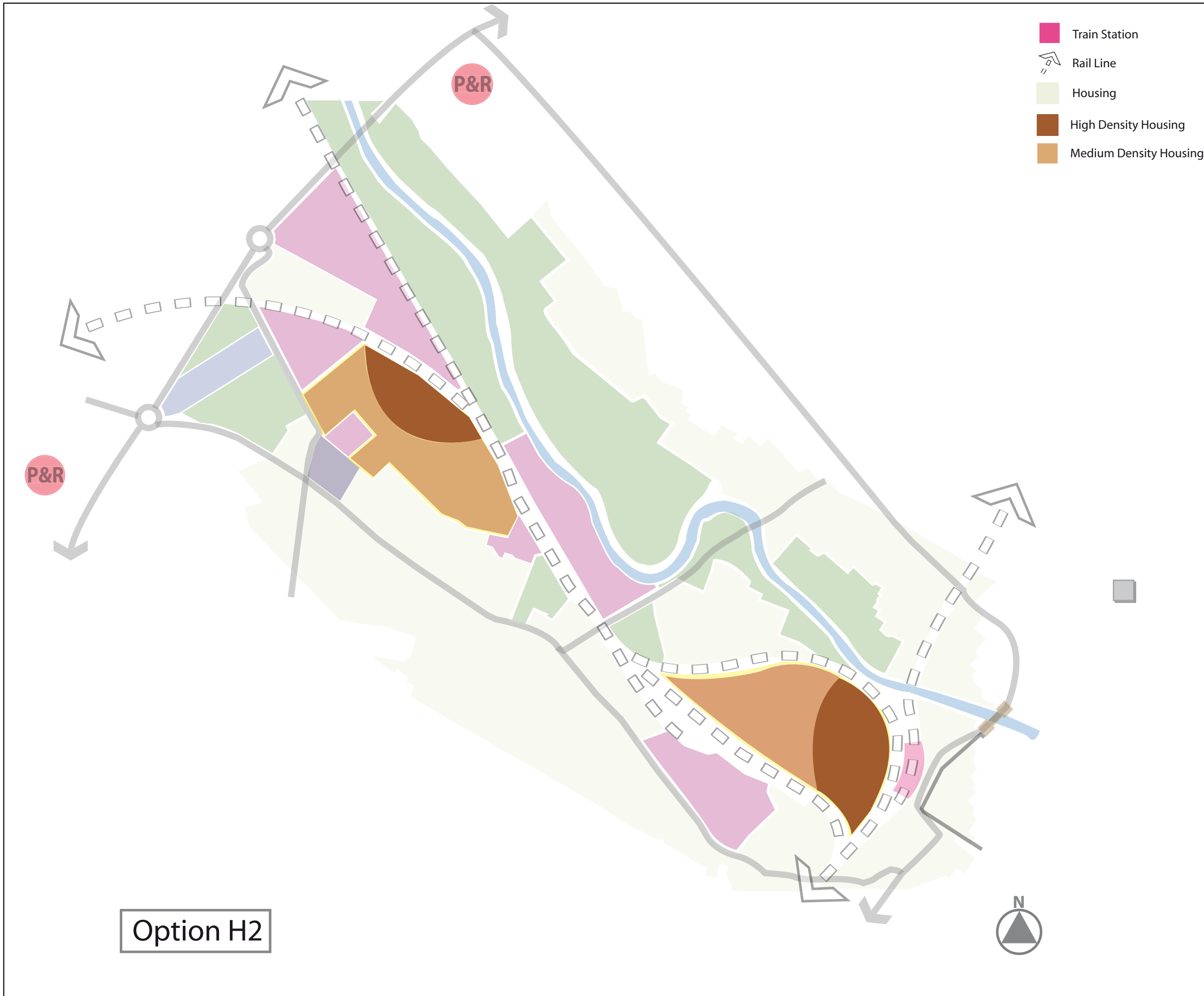
Option H1



Project	York Northwest
Title	Housing Density Option1
Client	
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Scale	N.T.S
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- Train Station
- Rail Line
- Housing
- High Density Housing
- Medium Density Housing



Project	York Northwest
Title	Housing Density Option 2
Client	
Date	June 2007
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-  Cultural and Tourism Facilities located around transport nodes
-  National Railway Museum
-  Cultural Quarter



Culture and Tourism Options

 Nathaniel Lichfield and Partners

Project York Northwest

Title Culture and Tourism Options

Client

Date June 2007

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Major Development Sites
Within York Northwest AAP



Project York Northwest

Title Development Sites

Client

Date May 2007

Scale N.T.S

Drawn by EW

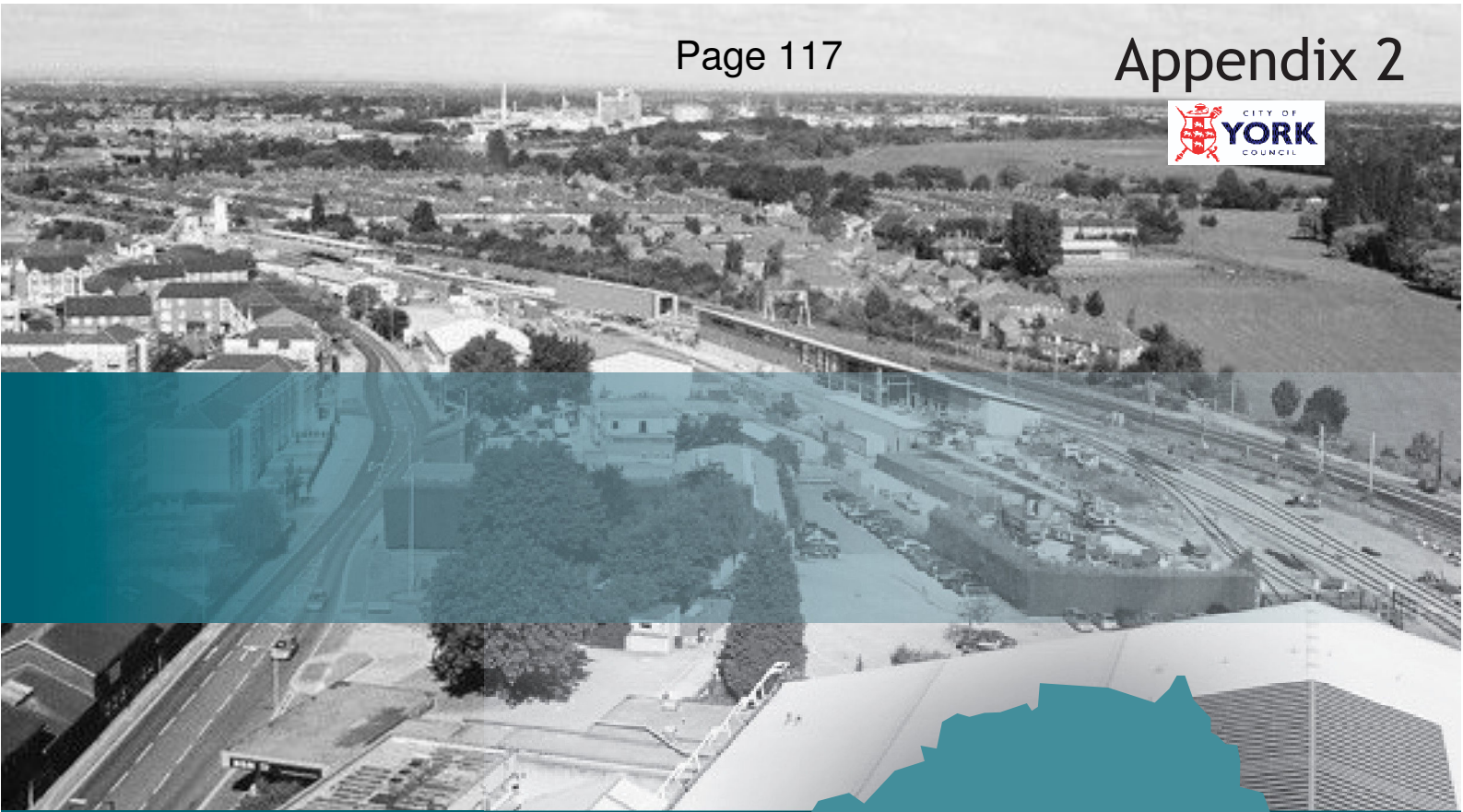
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City of York

LDF

Local
Development
Framework

York Northwest Area Action Plan Issues and Options Baseline Report

July 2007

CITY OF YORK COUNCIL

**YORK NORTHWEST
AREA ACTION PLAN**

BASELINE REPORT

JULY 2007



**Nathaniel Lichfield
and Partners**

Planning Design Economics

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1.0 INTRODUCTION

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

Background

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

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

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

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

1.7 The Council has already started work on a Core Strategy for York and the Issues and Options (II) for this strategy will shortly be available for public consultation. An initial Issues and Options document was the subject of public consultation last summer.

1.8 York Northwest is a major regeneration area which will come forward for redevelopment in the next few years. As such it is considered appropriate to produce an Area Action Plan to provide context and guide its redevelopment. The Issues and Options report has been prepared to inform consultation with all those with an interest in York Northwest. It outlines the issues relevant to the area and raises questions on future options for those consulted to consider.

Area Action Plan Preparation Process

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

1. Issues and Options;
2. Preferred Options; and

3. Submission Area Action Plan.

4. Adoption

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

York Northwest

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

A Comprehensive Planning Approach

1.15 The comprehensive approach to the York Central site arose due to a number of factors in the late 1990s. Thus as large areas of vacant land previously used by the rail and related industries began to become redundant, development interest in the area began to emerge.

1.16 This interest, together with a number of other factors, including:

- an increasing shortage of land for new employment and residential development within York;
- an emerging policy emphasis, centred upon regeneration of previously developed land, in preference to greenfield site development;
- a strong desire within the City of York Council to seek to minimise the need for green belt land releases; and
- concern over the ad hoc nature of the development coming forward at York Central

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

1.17 York Central comprises in excess of 100 separate parcels of land held within approximately 20 different land ownerships, all of which have a role to play in bringing forward the development of York Central. The majority of land within York Central is owned and controlled by two major landowners, Network Rail and The National Railway Museum (under the ownership of The National Museum of Science and Industry).

1.18 The City of York Council is committed to ensuring the whole York Northwest site is developed comprehensively. It is considered that the very high costs associated with bringing forward development on the two sites combined with the need to meet strategic employment and housing targets, mean that only through comprehensive development can an acceptable form of development be achieved.

1.19 Due to the costs which are likely to be associated with developing new accesses to the site and carrying out remediation, it is not considered that this could be achieved on the back of small isolated development proposals but requires a comprehensive approach which treats the whole York Northwest area holistically. The strategic

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

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

The York Northwest Area

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

York Central

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

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

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

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

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

British Sugar

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

Report Structure

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

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

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

2.0 SUSTAINABLE DEVELOPMENT

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

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

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

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

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

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

A Sustainable City

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

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

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

sized and in good condition.

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

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

York City Vision and Community Strategy

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

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

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

Without Walls Vision	
<ul style="list-style-type: none"> • Building confident, creative and inclusive communities • Being a leading environmentally friendly city • Being at the forefront of innovation and change with a prosperous and thriving economy • Being a world class centre for education and learning for all 	

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

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

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

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

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

<p>Strategic Aims and Actions of relevance to York Northwest</p>	<p>To have a leading edge, modern, knowledge and science based economy.</p> <p>To be ranked as an international quality leisure and business visitor destination.</p> <p>To provide a strong and distinctive cultural sector, enriching the lives of residents and visitors.</p> <p>To be a focus for high quality external investment and supportive of local business and small business development.</p> <p>To have a modern, sustainable and un-congested transport network.</p> <p>To continue to promote York in order to attract high value external investment to support and add value to local business development.</p>
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The Learning City	
<p>Issues of relevance to York Northwest</p>	<p>Increasing demand for childcare and early education.</p> <p>University is ranked within top ten in country but we still seem to be exporting our talent and graduates.</p>
<p>Strategic Aims and Actions of relevance to York Northwest</p>	<p>To increase the achievement of all school pupils at every stage in their education.</p> <p>To maintain York's status as a world class centre for education and learning</p> <p>To improve the quality and choice of learning provision in York.</p> <p>To develop new and improved primary and secondary school facilities.</p>

A City of Culture	
<p>Issues of relevance to York Northwest</p>	<p>York has a strong brand image including some flagship tourist attractions. We need to retain what is good about York but at the same time develop a more modern, cosmopolitan outlook.</p> <p>The city's population is set to rise by 12% by 2021 while the younger population feels poorly provided for. We need our provision to be targeted at appropriate sections in the</p>

	community.
Strategic Aims and Actions of relevance to York Northwest	<p>Articulate a sense of what York is. Celebrating and interpreting what's there already, championing the cultural sector in its widest sense: arts and heritage, sport and active leisure, play, open spaces, learning and the built environment.</p> <p>Create change – helping to make York more like the words citizens have suggested we should be aiming for: cosmopolitan, vibrant, innovative, go-ahead, creative and modern.</p> <p>Use all out resources- maximising the opportunities that are available for active lifestyles, creativity and learning for life.</p> <p>To increase participation in sport, play and active lifestyles.</p> <p>To increase investment in the City's cultural infrastructure.</p>

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

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

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

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

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

Spatial Planning Objectives

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

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

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

Social

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

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

Sustainability Appraisal Process

2.15 In producing Local Development Frameworks, local authorities are required to consider the impacts their proposals are likely to have on sustainable development. This involves undertaking a Sustainability Appraisal at each stage of the plan's preparation and the publication of the appraisal so that those responding are aware of the implications of certain approaches.

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

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

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

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

Ecological Footprint

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

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

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

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

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

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

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

3.0 REGIONAL POLICY CONTEXT

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

RSS for Yorkshire and the Humber to 2016

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

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

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

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

Draft Replacement RSS for Yorkshire and the Humber

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

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

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

Regional Transport Strategy

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

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

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

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

Regional Economic Strategy for Yorkshire and Humber

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

RES Principles for Sustainable Development
<ul style="list-style-type: none"> • Promote the transition to a low carbon economy through highly efficient use of energy and resources in businesses and apply high energy and environmental design standards to buildings and neighbourhoods • Contribute positively to health and reduce negative health impacts and inequalities • Choose locations that use land wisely and brownfield sites where possible, and reduce pollution through easy access by foot, bicycle or public transport – usually in existing centres of population • Avoid damage to cherished environments and instead use and enhance them as assets • Deliver benefit to the economy and business competitiveness, directly or indirectly and involve businesses as a partner and/or delivery agency.

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

Yorkshire and Humberside Regional Housing Strategy

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

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

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

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

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

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

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

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

RHS Themes
1. Creating better places by responding to the diversity of markets and improving neighbourhood infrastructure and facilities
2. Delivering better homes, choice and opportunity by delivering choice and opportunity for all our people to meet their housing aspirations, and to improve housing condition and services for all
3. Fair Access, which is about ensuring that the requirements and preferences of all parts of communities are met by sensitive and appropriate housing solutions, and that obstacles faced by specific groups to accessing their housing choices are removed

Regional Sustainable Development Framework

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

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

Regional Sustainable Development Framework Aims
1. Good quality employment opportunities available to all
2. Conditions enabling business success, economic growth and investment
3. Education and training opportunities building the skills and capacities of the population

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

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

Leeds City Region Development Programme

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

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

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

- | Leeds City Region Development Programme |
|--|
| <ul style="list-style-type: none"> • Enhance the prospects of a number of high growth and high value added sectors and clusters; • Improve city regional, pan-regional and international connectivity; • Encourage and support the development of higher and more relevant skills amongst the workforce and over inefficiencies in the labour market; |

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

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

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

4.0 YORK CENTRAL DOCUMENTS

Planning brief

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

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

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

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

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

Initial Work on an Area Action Plan for York Central

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

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

- 4.4 A draft Community Consultation Strategy (CCS) for York Central was published in 2007. This was produced by public consultation consultants Social Regeneration Consultants (SRC). This Strategy was written to sit alongside the development of an Issues and Options Report for York Central. It identified three key development phases which are:
1. to provide an indicative CCS, including the range of approaches, techniques and mechanisms that will effectively get the community's feedback on the key Issues and Options;

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

Residents' comments

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

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

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

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

Business and Commercial Interests and Special Interests Group Comments

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

Workshops

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

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

5.0 GEOGRAPHY

The City of York

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

York Northwest

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

York Central

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

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

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

Railways and Site Infrastructure

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

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

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

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

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

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

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

5.15 In addition to the ECML, FAL and the Railway Station, other supplementary railway uses occupy land within York Central and have the potential to constrain the site's development. These uses include:

- GNER Car Park
- York IECC/ICC (the principal signalling centre for the ECML)
- Engineers Turning Triangle
- Jarvis Facility
- EWS Yard (York South Yard)
- Rail access to the NRM Station Hall
- Network Rail Training and Material Stores
- Network Stabling Facilities

5.16 An initial assessment of these facilities indicated that relocation, and in some instances re-provision, may be possible in some cases but would be dependent upon alternative relocation sites being available, and subject to other operational constraints and costs. Other uses such as the IECC/ICC cannot feasibly be relocated due to operational and financial constraints and hence will need to remain within the York Central site. The Issues and Options put forward will reflect the Council's current understanding of the status of these individual elements of infrastructure. However these assumptions will need to be considered in further detail when developing more detailed proposals for the development of York Northwest to check that they reflect the most up to date position.

British Sugar

5.17 The British Sugar site comprises approximately 38.4 ha and is located in a mixed use area. Surrounding uses include:

- agricultural land/greenbelt to the north-west and trading estate and transformer station to the north;
- Manor school and residential properties to the west;
- a new residential estate, a new light industrial estate, a former Tarmac/Topmix plant to the south-east, with allotments beyond; and
- railway lines to the east, beyond which to the south-east lie a water treatment plant and further to the east, the River Ouse.

5.18 The site is currently owned by British Sugar and operates as a sugar beet processing plant, which produces granulated sugar, animal feed and other associated products.

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

Land levels and decommissioning of plant.

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

6.0 HISTORY

The City of York

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

York Central

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

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

British Sugar site

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

Historic Environment

- 6.6 The historic environment of York contributes to its success as a tourist destination and an attractive place to work and live. Development at York Northwest must respect the existing qualities of the City, ensuring that the historic environment is not compromised.

- 6.7 English Heritage and the Commission for Architecture and the Built Environment (CABE) commissioned a report 'Building in Context: New Development in Historic Areas' (2001) which sets out a variety of case studies to exemplify and promote best practice for new development in historically sensitive areas. The best practice approach identified favours an informed character appraisal of the proposed development in relation to its surroundings. It further states that a successful project will:

- Relate well to the geography and history of the place and the lie of the land;
- Sit happily in the pattern of existing development and routes through and around it;
- Respect important views;
- Respect the scale of neighbouring buildings;
- Use materials and building methods that are high in quality as those used in existing buildings; and
- Create new views and juxtapositions which add to the variety and texture of the setting.

- 6.8 York is a city of historic importance and in the York Central site there are a number of distinctive Listed Buildings associated with the engineering and railway history of the site. The following buildings and structures within the site are listed:

- York Railway Station;
- Water Tank and Workshop, which used to serve the first railway station;

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

- 6.9 The York Railway Institute has recently been nominated for listed building status.
- 6.10 A full list of the historic buildings in the area is attached in Appendix One. This also outlines the building function and designation.
- 6.11 The City walls are a Scheduled Ancient Monument. The station is also within the Central Historic Core Conservation Area (a description of this is attached in Appendix Two). Preservation of the Listed Buildings and views of the historic elements within the city centre are crucial when considering the design, size, scale and location of development within York Northwest. Furthermore the necessity to protect the setting of these historic buildings again creates constraints upon the type and location of new development within these sensitive areas of the site.
- 6.12 There are views to the Minster from some positions within the site. There may also be points to the west of York Northwest and points elsewhere around the City where development of tall buildings on this site could affect important views of the Minster.
- 6.13 Nevertheless York Northwest will create a new piece of townscape, which is outward looking and complementary to the City Centre and listed Railway Station. New buildings and spaces, bridges and routes through the site will provide opportunities to create new views and vistas, which will add to the variety of views and provide visual links to the historic city centre and key elements within it.

7.0 THE ENVIRONMENT

Setting

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

Landscape & Ecology

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

York Central

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

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

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

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

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

British Sugar

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

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

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

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

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

Heritage & Archaeology

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

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

York Central

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

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

British Sugar

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

Flooding

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

Strategic Flood Risk Assessment (2007)

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

Flood Defences

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

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

Development within Flood Zones

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

Where developments are proposed within RIZ a sequential approach should be applied, with preference given to sites where the lowest consequences of flood defence failure are anticipated.

7.44 The Environment Agency should be consulted on:

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

Sequential and Exception Tests for Forward Planning

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

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

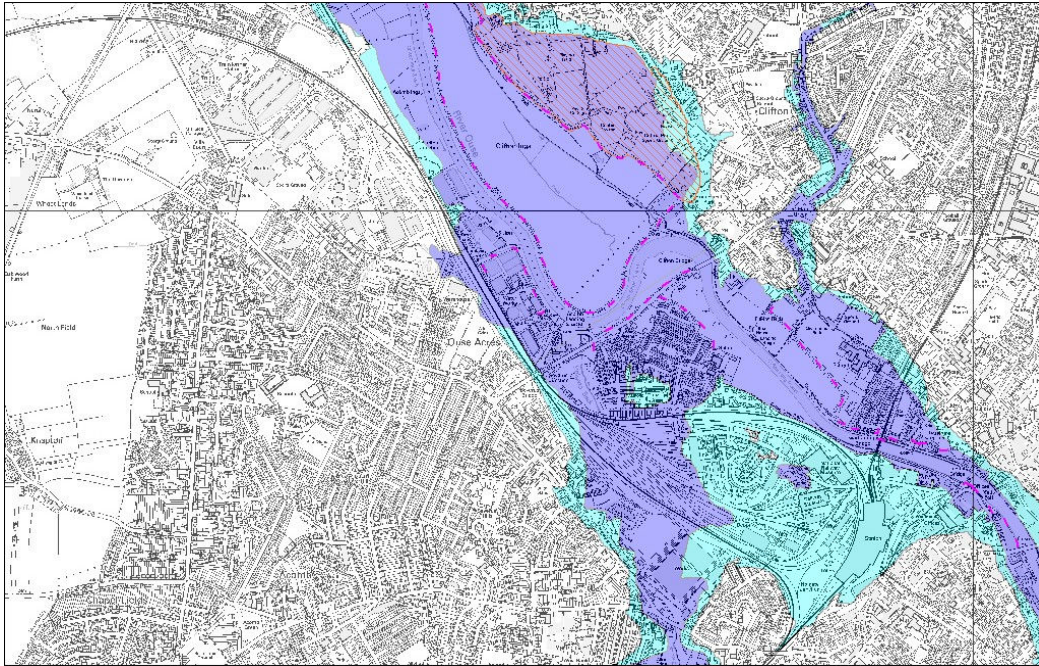
7.47 The SFRA explains that the Exception Test seeks to establish whether the site meets the following three criteria:

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

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

York Central

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



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

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

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

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

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

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

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

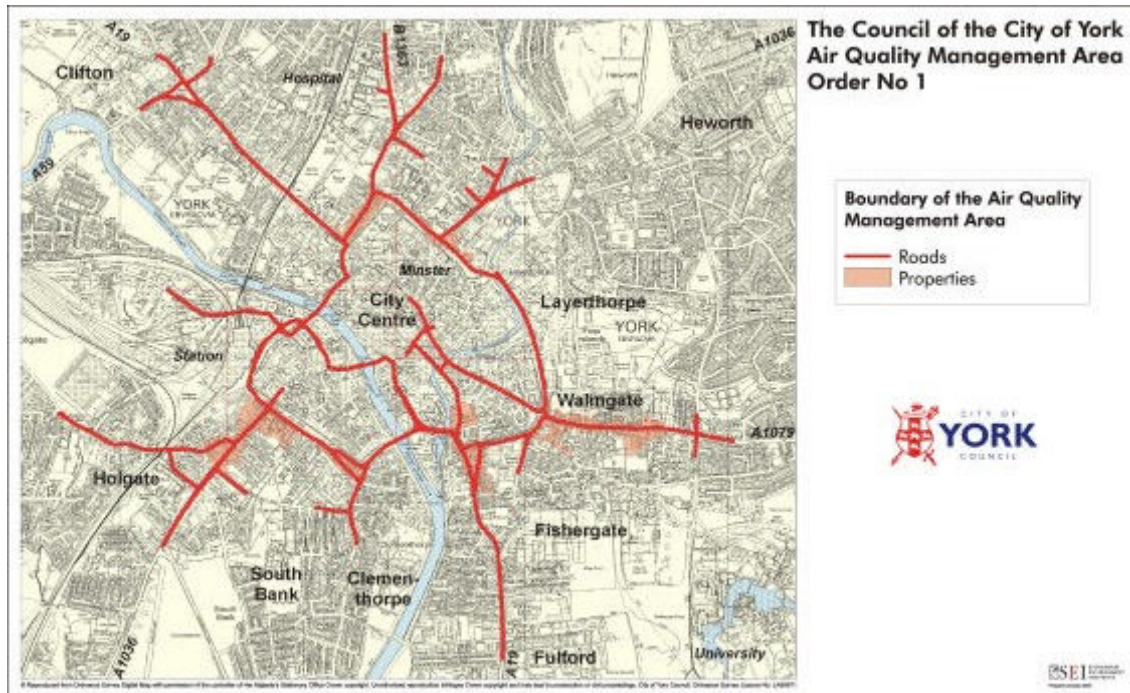
British Sugar

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

Air Quality

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

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



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

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

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

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

7.64 The AQAP is focused mainly on ways to reduce traffic pollution but also contains measures aimed at reducing emissions from industrial and domestic premises. With specific regard to York Northwest the most applicable measures are the following:

- Reducing the need to travel by motorised vehicles (via encouraging home working and mixed land use that gives advantages to trips on foot, cycle and by public transport);
- Encouraging walking and cycling (via introducing additional cycle routes, undertaking campaigns to promote the image of walking and cycling, targeting the 'school run' to further improve levels of walking and cycling to school); and
- Encouraging the use of public transport (via increasing frequency and availability of bus services, expanding Park and Ride services, providing discounts and promotions to make bus use more attractive, improving bus information and bus ticketing).

7.65 The AQMA covers an area of the city centre core around the inner ring road and surrounding residential areas. However it does not include the York Northwest area.

7.66 Due to the scale of the development likely at York Northwest it will require a detailed air quality assessment such as a full ADMS-Urban assessment, based upon the Transport Impact Assessment and the predicted increases in daily average traffic flow (AADT). The assessment would need to identify the impact in terms of air quality on roads within, adjacent to and on the surrounding road network, paying particular attention to those areas currently within the AQMA, e.g. Holgate Road, and those areas where air quality is a concern, but not currently in breach of the air quality objectives e.g. Water End and Salisbury Road. The assessment would also need to consider the impact of planned and committed developments in the area.

Ground Conditions and Contamination

York Central

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

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

British Sugar

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

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

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

York Northwest

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

Noise & Vibration

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

8.0 THE ECONOMY AND EMPLOYMENT

Policy Context

National Context

- 8.1 'Securing the Future' (2005), the UK sustainability strategy indicates that one way the goal of sustainable development will be pursued is through an innovative and productive economy that delivers high levels of employment, coupled with social justice and the protection of the environment. PPS1 also states that a sustainable, innovative and productive economy, that aims to bring jobs and prosperity for all, is an important element in achieving sustainable development. This includes making suitable land available for economic development in line with economic, environmental and social objectives.
- 8.2 In PPG4 the Government encourages economic development in line with a high quality environment, and states that consideration of environmental issues makes good economic sense for business and industry. In particular, planning authorities when preparing development plans should encourage development in locations that:
- minimise the length and number of trips by motor vehicle;
 - can be served by energy efficient modes of transport; and
 - will not add unacceptably to congestion.
- 8.3 Government guidance in PPS 6 provides guidance on planning for the future of town centres and the main uses that relate to them. The Government's key objectives for town centres is to promote their vitality and viability by planning for the growth and development of existing centres. Local authorities should promote and enhance existing centres by focusing development within them and encouraging a wide range of services in a good environment accessible to all.
- 8.4 PPS 6 provides guidance on the sequential approach to site selection and requires that locations are considered in the following order:
- Sites within existing centres (defined as the extent of the town centre as shown on the local plan proposals map)
 - Edge of centre locations (in the case of office development defined as locations outside of the town centre but within 500 metres of a public transport interchange)

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

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

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

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

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

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

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

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

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

Regional Context

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

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

Local Context

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

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

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

York's Economy

Changing Economic Climate

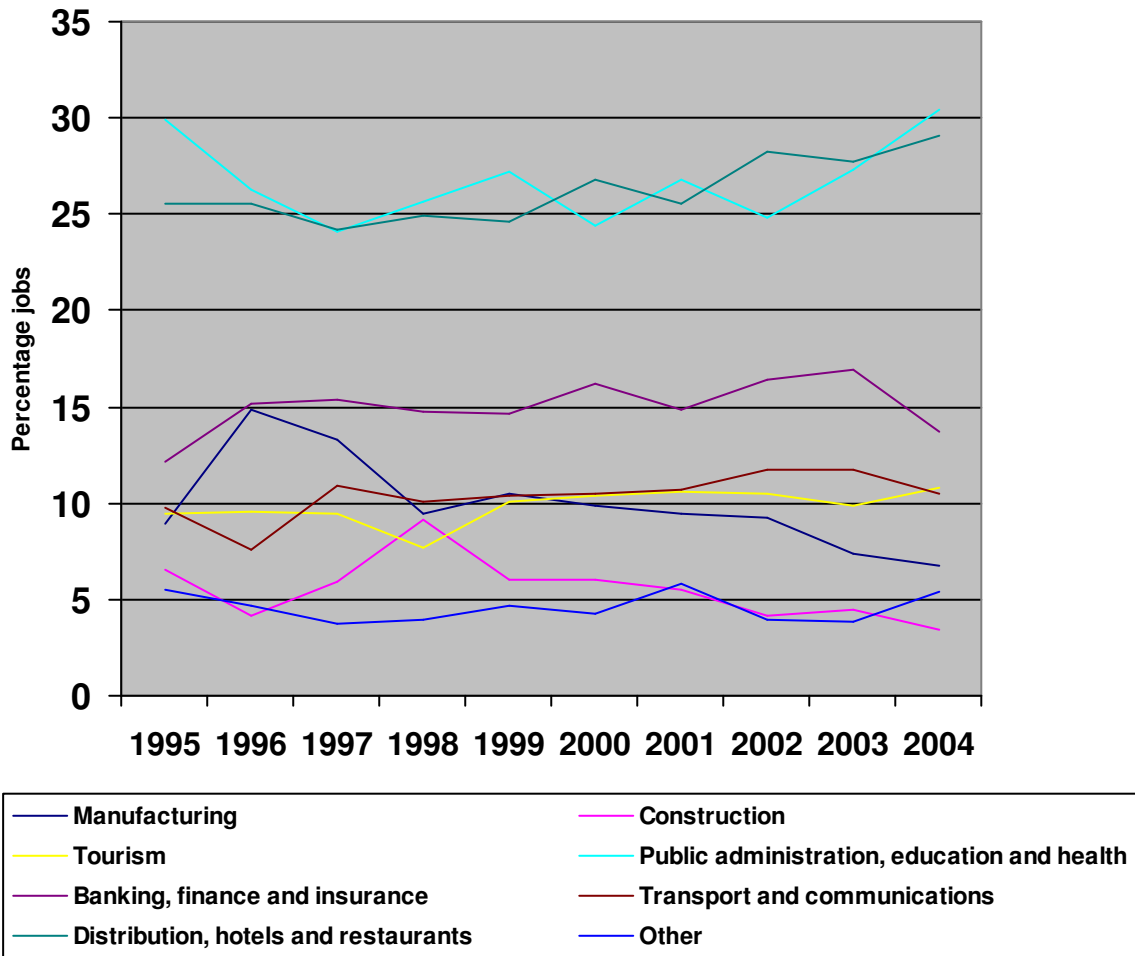
- 8.25 York has seen significant change over the last few decades with the decline of its traditional industrial base through the late 1980's and early 1990's. These structural changes in the economy, with the move away from the traditional manufacturing industries of rail and confectionary, have highlighted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

8.29 Over the last decade there has been a marked change in the type of job opportunities in York away from traditional manufacturing which has experienced a fall in employment from 12,523 in 1997 to just 6,857 in 2004. This decline has been evident both within the Yorkshire and The Humber Region and nationally and is forecast to continue. Employment in construction has also fallen (from 5,495 in 1995 to 3,454 in 2004) but the trend has been more pronounced than elsewhere in the regional and nationally.

8.30 In contrast the following employment sectors in York experienced a growth in jobs over the same period:

- Hotel, restaurant and distribution (increased by 37% from 21,433 in 1995 to 29,334 in 2004)
- Banking, finance and insurance (increased by 35% from 10,246 in 1995 to 13,763 in 2004)
- Transport and communications (increased by 29% from 8,225 in 1995 to 10,538 in 2004)
- Public administration, education and health (increased by 22% from 25,137 in 1995 to 30,651 in 2004)
- Tourism sector (increased by 38% from 7,930 in 1995 to 10,909 in 2004)

8.31 These trends (percentage of total employee jobs in each sector) are illustrated on the graph below.



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

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

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

Science City

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

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

Future York Group

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

8.42 The report recognised that the economy was changing from one based on manufacturing to one based on Science/technology, financial services and higher value added tourism. As a consequence there is a need to retrain and re-skill the workforce from processing and production occupations. Major regeneration sites, including York Central and British Sugar are recognised as having the potential to provide land for a variety of employment activities and to drive growth at a higher level to that previously experienced. York Central in particular is recognised as providing 'a unique opportunity' to provide significant amounts of office floorspace within a Central Business District and as such one of the key projects to create 'transformational change within the City'. Science City York is recognised as a key programme in attracting significant additional investment with the potential to raise the profile of York both nationally and within Europe. A lack of sites and premises for creative industries and the need for more focus on these industries as part of Science City is noted.

8.43 A number of recommendations are put forward in the report to take forward the economic growth and vision for the City. These recommendations include, inter alia:

- The Council engage fully with the Leeds City Region to maximise investment in the City's economic future;
- The Council works with partners to analyse and address skill needs and spatial mismatches between labour demand and supply;
- The application of a local employment provision clause to major developments to ensure residents from deprived communities gain access to employment opportunities;
- Provision of high quality sites and premises for Science based businesses;
- The Local Development Framework to be adopted by 2009;
- Sufficient employment land is allocated in the LDF to support the City's economic development aspirations;
- Securing funding for the dualling of the City's northern outer ring road and improving access to at least one of the regional airports;

8.44 Overall the report underlines the need for a clear consistent vision for the future of York and this will involve being 'ambitious, audacious and outward looking'. Finally, it seeks the preparation of a Master plan to reflect this Vision, to be prepared by the Council, to guide development and investment decisions and to promote investment.

Employment Land Review – Stage 1 Study

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

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

Key Issues

Need for Employment Uses

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

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

- 8.52 National guidance (PPG4) seeks to encourage employment developments in locations that minimise the length and number of trips by motor vehicle, can be served by energy efficient modes of transport and will not add unacceptably to congestion. The location of employment uses at York Northwest will need to be easily accessible by a variety of modes of transport and should, therefore, ideally be located in close proximity to public transport hubs, including York Railway Station.

Office Provision

- 8.53 Without doubt York Northwest offers the potential for increased employment opportunities and economic development. Nevertheless a key issue in relation to realising this potential is the provision of an appropriate range, choice and quality of accommodation to support the forecast level of economic growth within York. In this regard the Planning Brief for the York Central site identified a requirement to provide a minimum of 100,000 square metres of office accommodation within the site.
- 8.54 The ELR Stage 1 Report identifies the key findings in terms of the York office market:
- There were 306,000 sq.m of offices in York in 2003. Of this 153,000 sq.m (around 50%) was within the city walls;

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

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

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

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

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

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

Quality office developments

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

heating and avoid the creation of wind tunnels. Buildings should meet BREEAM standards at the very good or excellent standard.

Volume of Office Floorspace

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

Transport and accessibility

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

Location of new offices

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

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

Impact on City Centre Office Space

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

Integrating different uses

- 8.69 National policy encourages the creation of mixed use developments. Integrating a mixture of uses, such as employment, housing and services can help to ensure that locations are used during the daytime, in the evening and at night. Employment uses within York Northwest, should therefore not be built in isolation to other uses.

Industry and warehousing

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

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

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

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

9.0 HOUSING

Policy Context

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

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

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

Regional and Local Context

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

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

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

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

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

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

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

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

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

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

Housing Demand

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

Housing Supply

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

Housing Need

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

Affordable Housing

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

Table One

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

Housing Targets

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

York Northwest Area

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

- 23 No 4 bed townhouses
- 9.21 Of the 248 dwellings a total of 45 (18%) comprised affordable housing with all of these for rent. The relatively low percentage of affordable housing achieved was due to an agreement being signed prior to 1996 when York became a unitary authority.
- 9.22 The Draft Local Plan identified York Central as having an estimated site capacity of 600 residential units up to 2011, at a density of between 100 and 150 dwellings per hectare. Within this document York Central accounted for a total of 13.3% of York's citywide housing provision up to the year 2011 and is therefore considered to be a key site in terms of housing land supply. Assumptions were made about the future development of York Central, which were that the site could provide up to 3000 dwellings. Nevertheless it must be noted that this figure was identified as the maximum figure for residential provision in the Planning Brief and, on the basis of more recent work, appears overly optimistic.
- 9.23 The British Sugar site was not allocated as a housing site in the Local Plan. It is therefore considered to be a significant brownfield windfall site, comprising 38.4ha of developable land. The number of dwellings that could be accommodated on this site will depend on the density of the houses proposed and the area of land designated for housing and other uses.
- 9.24 The City of York Core Strategy Issues and Options Paper (June 2006) identifies that that there were 5,879 (net) housing completions in the City of York between 1998/1999 and 2004/2005, producing an annual average of 840 (net) new dwellings. This figure is 165 units per annum above the annual target of 675 set out in the Development Control Local Plan.
- 9.25 For the period 2006 – 2016, an additional 5,365 new extra dwellings are required to meet the Local Plan requirement of 675 dwellings per annum, at a rate of 536 new dwellings per annum. Information contained in the Local Development Framework Annual Monitoring Report (AMR) 2005/2006 examines the current land supply and development activity and indicates that between 6,209 and 7,467 units could be delivered over this time, which is 844-2102 units above the Local Plan target when projected forward to 2015/16.
- 9.26 Since the publication of the AMR two large housing schemes, on allocated land at Germany Beck and Metcalfe Lane (Derwenthorpe), have now been approved. These

schemes will provide 1,200 additional new dwellings. It therefore would appear that the housing estimates set out in the AMR are likely to be realised.

Key Issues

9.27 The key issues that need to be considered and taken into account when deciding the scale and type of housing at York Northwest are as follows:

- **Site Suitability:** York Northwest is a significant brownfield site, parts of which are located next to a major public transport hub or have the potential to link into the existing public transport and road network. As such it provides an excellent opportunity to accommodate significant new residential accommodation in a sustainable location that will alleviate the pressure within York to develop housing upon greenfield land;
- **Economic Viability:** In order for a genuine mixed use development to come forward on the site, necessary infrastructure, remediation and access works have to be implemented and financed. A key issue is therefore how the finance for these works is generated. Residential development generates high land values enabling the costs for remediation and access to be met and in turn facilitating the development of other uses which attract much lower land values, particularly cultural, leisure and community facilities;
- **Future Housing Supply and Needs:** In terms of future housing requirements, the emerging RSS Panel Report sets the housing target for York. Furthermore as noted above, the York Strategic Housing Market Assessment assessed the demand and need for different types of housing within York. The York Northwest area clearly offers the opportunity to deliver a significant proportion of York's future housing requirement. Future housing provision within the City needs to address the issues of changing household composition and a growing population and the needs of particular groups identified in the Housing Market Assessment;
- **Affordable Housing:** The Strategic Housing Market Assessment identifies York as an area of acute affordable housing need where large numbers of households cannot meet their housing requirements without some form of assistance. It estimates that there is a total need for 1,218 dwellings per annum. The provision of new affordable housing through new housing development has an important role to play in meeting identified needs. As a large site, York Northwest has the potential to provide a significant number of dwellings to meet this need;

At a regional level the emerging RSS seeks to increase the provision of affordable housing to over 40% in areas of high need. At the local level, the current policy set out in the Draft Local Plan is the provision of 45% affordable housing provision for rent, plus 5% for discounted sale on urban sites of 15 dwellings/0.3ha or more. In principle all residential development within the York Northwest area will be expected to meet this 50% target.

- **Housing Mix and Type** - Recent completions in York have seen a high proportion of one and two bedroom flatted schemes. It is important to provide a range of housing types and sizes to meet the overall requirements of the City. The HMA identifies the need for a range of dwelling sizes to be provided, showing, in particular, a demand for houses rather than flats. In looking at large sites government guidance directs local authorities to provide a range of house types to create sustainable communities;
- **Housing Density**- Land is a finite resource and making efficient use of brownfield land is a key objective of government and regional guidance. In urban areas close to key facilities and with good public transport links government guidance considers higher densities would be appropriate. This would suggest that the areas adjacent to the station and any proposed public transport node should be developed at higher densities reflecting the character of the surrounding area. The key issue is balancing the need to use land efficiently with the need to provide a range of dwellings including family homes. However, it should be noted that through innovative design it will be possible to produce high quality family homes at a high density e.g. terraced homes and town houses;
- **Housing Quality**: It is essential that all residential developments within York Northwest are of a high quality, both in terms of the design and layout of the development and the build quality of individual dwellings. In particular lifetime homes (e.g. accessible and adaptable houses in any setting) should be encouraged. Furthermore, it is expected that the design of new residential developments should be innovative. For example it should be possible to provide desirable, high quality family housing and gardens at a relatively high density;
- **Energy Efficiency**: Recent Government policy requires that new housing developments incorporate energy efficiency measures. There is an opportunity to make York Northwest an exemplar of a sustainable residential development. In order to do this it will be necessary to promote environmental site planning, look at orientations, wind speeds and direction, solar shading and landscaping in order to maximise energy savings throughout the residential units on the site. Measures

such as triple glazing, cavity wall insulation, low water consumption appliances, and rainwater harvesting can also contribute to the creation of a more energy efficient development. Generally all residential development will be expected to meet the Code for Sustainable Homes Level 3;

- **Renewable Energy:** The Government requires that new residential developments provide an element of their energy consumption via renewable energy on-site. Once again there is an opportunity for York Northwest not just to meet these government requirements, but to create an exemplar of good practice in relation to energy consumption and the production of green energy. On this basis, consideration will be needed as to how renewable energy systems, such as photovoltaic panels on the roof, solar hot water systems, and wind turbines, can be used to generate some of the energy requirements of residential dwellings at York Northwest;
- **Balance of Uses** - Given the significant size of the area it is considered that a mix of uses including employment, housing, leisure and other appropriate uses would provide the most sustainable way forward in developing the area. The key issue is the amount of land provided for each land use and how this is distributed within the area to meet not only the needs of the new but also the existing community. The conclusions of the Employment Study will also help to inform this issue; and
- **Integration of housing with other uses:** Residential development should, where possible, be integrated within other uses. The proper integration of uses must also respect key characteristics of the site and the benefits of locating certain uses in close proximity to one another where they have clear links. A prime example relates to the provision of family type residential development in close proximity to local facilities and primary school(s).

10.0 SOCIAL INFRASTRUCTURE

- 10.1 In order to ensure that the new community created at York Northwest is sustainable, it will be essential to ensure that it provides a range of social, community and other day shopping and service facilities which meet the needs of future residents and employees.

Policy Context

National Policy

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

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

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

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

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

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

Regional Policy

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

Local Policy

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

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

Existing Social Infrastructure

Shopping facilities

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

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

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

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

Social Facilities

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

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

Health Facilities

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

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

Education

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

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

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

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

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

Key Issues

Local Shopping Provision

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

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

Provision of Facilities for Central Business District

- 10.39 If a Central Business District (CBD) is to be provided within York Northwest, it is essential that it creates a sustainable, mixed use community. A key way to ensure the sustainability of a CBD is to provide a mixture of retail facilities, services and restaurants and cafes that cater for the needs of employees and residents who work and live within the CBD. Such facilities would help to create active ground floor frontages during the day and in the evening. It will, however, be important to provide facilities of a scale, which ensure that there will not be a detrimental impact on existing City Centre facilities.

Evening / Late Night economy

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

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

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

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

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

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

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

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

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

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

Community and Social Facilities

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

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

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

Health Facilities

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

Education

Primary School Provision

- 10.53 There is a statutory requirement on every Local Authority to provide sufficient school places. Where additional education provision is required as a result of new residential development it is usual for it to be funded by means of developer contributions. Due

to the scale of development likely to take place at York Northwest it is likely that the number of new primary pupils will be higher than can be accommodated within the existing schools. There will therefore be a requirement for new primary schools within York Northwest. As noted in the introduction, the scale, number and location of new primary schools will depend on the scale, density and location of new residential developments within York Northwest.

Distribution of Primary Schools

- 10.54 A key issue which will need to be addressed, once it is clear how many primary school places are required, is should these places be provided within one or two large primary schools or a number of smaller schools. While there are advantages of providing a number of smaller schools, where children are in easy walking and cycling distance of their school, it is also clear that larger schools are more financially viable.

Secondary School Provision

- 10.55 The availability of secondary school places to serve the new population generated by the development of York Northwest will need to be assessed once the overall housing numbers have been determined. It will be necessary to decide whether children within York Northwest will be accommodated in existing, but expanded secondary schools or whether a new school will be required. Either way contributions will be required from developers.

Phased Approach to the Provision of Education Facilities

- 10.56 Given the size of York North West, the comprehensive development of the site will take a number of years to complete. A phased approach will therefore be needed. It is important to have a clear strategy and comprehensive approach to education provision, requiring investment in new education facilities at an early phase of the development, ensuring sufficient capacity can be created to cater for later phases

11.0 TRANSPORT AND PATTERN OF MOVEMENT

Policy Context

National Policy

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

Regional Policy

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

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

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

Local Policy

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

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

Transport and Accessibility in York

- 11.9 York can be reached directly by rail from London, Edinburgh, Glasgow, Birmingham, Bristol, Leeds, Manchester, Newcastle, Nottingham, Liverpool and Manchester International Airport. York has excellent motorway links to all regions of the UK. Situated midway between Edinburgh and London, just 20 minutes from the M1/M62 motorway network, York is within comfortable travelling times of most regions in the UK.
- 11.10 York is one of the country's premier cycling cities, with traffic-free routes, country roads and on-road cycle lanes. Five Park & Ride sites currently operate in York. They allow visitors to travel to York by car, park for free in secure car parks and complete their journey into the City Centre by bus.
- 11.11 Traffic congestion and its associated air quality and safety problems are identified in LTP2 as the single most important issue facing the City. By 2011 traffic levels in the morning peak are, in the absence of measures to widen transport choice and influence travel behaviour, forecast to increase by 14% with this figure doubling by 2021. This will affect not only the quality of life for residents of York but also the ability of the City to attract new jobs, investment and tourism. LTP2 proposes a range of initiatives to address this issue.
- 11.12 Generally, across the district, the private car is the dominant mode of transport for most journeys. However, in the case of journeys to the City Centre, a significant 18% are made by bus (including Park and Ride), a further 13% by foot and 3% by cycle. A relatively high proportion of commuting journeys in York are under 5km, 56% compared to 40% in England as a whole. For journeys to work across the district, over four times the number of trips are made by bicycle in York compared to England and Wales as a whole and around one and a half more trips by foot.
- 11.13 York is one of five local authorities in the Yorkshire and Humber region that experiences a positive net flow of daily trips into the city centre for work. Around 25% of these journeys to work in the city centre originate from areas outside the city, the remainder being internal trips within the City of York boundary. The past 10 years has seen a significant increase in the number of daily commuting trips. There were 22,445

journeys into York and 17,199 journeys out of York at the time of the 2001 Census, a 65% (approx) increase on the respective flows at the time of the 1991 Census. The majority of journeys into York from outside the boundary are from neighbouring authorities, particularly the East Riding of Yorkshire, Leeds and Selby. 31% of daily journeys which originate in York are bound for the Leeds area.

Transport and Accessibility in York Northwest

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

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

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

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

- Identify the travel demands that will arise as York Central is fully developed;
- Understand where people travel to and from to get to York Central, and what routes they will take;
- Understand how the choice of travel mode can be influenced by future transport investment; and,
- Ensure that any transport investment has a strong business case that is capable of attracting funding; and determine the optimal transport investment strategy for York Central that not only covers road and public transport access into the site, but also pays regard to the wider transport impacts that will arise across the city, including the congested A1237 Outer Ring Road.

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

- Two new highway accesses into York Central at Holgate Park and Queen Street;

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

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

Key Issues

Transport Constraints

- 11.19 A number of transport constraints exist in the vicinity of the York Northwest site:
- The site lies along the A59 corridor, running to the north west of York City Centre. The road is currently congested at peak times;
 - The East Coast Main Line railway bounds all of York Central and the eastern edge of the British Sugar site, with very few crossing points;
 - The City Centre is severed from the area by the railway; access between York Northwest and the City Centre is only currently available via Marble Arch/Leeman Road, a very unattractive foot and road tunnel to the north of the station;
 - Access to the northern part of the British Sugar site is currently limited by existing site topography and a transformer station and similarly access is limited to the south of the site by topography;
 - The size of the area: The area is approximately 3km in length, making the British Sugar end of the site beyond walking distance to the City Centre for many people. To address this it will be important to provide an attractive public transport corridor to enable residents living at the north-western end of the site to reach the city centre without needing to use their cars.

Public Transport

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

Public Transport Interchange

- 11.23 The desire to make York Northwest a sustainable development site means that it will be crucial to provide an efficient and attractive public transport system. A key element of this system is considered to be the provision of a transport interchange which will facilitate the connection of existing public transport routes and promote connections between these existing public transport routes, the Railway Station and the City Centre. The concept of a transport interchange in the vicinity of York Station is outlined in the 'Access York' Major Scheme proposal within LTP2.

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

Local Interchange at British Sugar

- 11.28 In addition to the creation of a central interchange adjacent to the railway station it is considered that potential exists for the creation of a new local interchange within the northern part of the York Northwest site. The opportunity exists to create a new rail halt on the York-Harrogate-Leeds railway line somewhere within the British Sugar site. This could act as an interchange between rail, tram/train and bus services and

the opportunity exists to either create linkages with a new Park & Ride site on the A59.

Vehicular Access

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

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

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

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

11.32 Leeman Road itself also creates a constraint upon one of the major land uses within the York Central site, the NRM. The NRM general operations and requirements to operate moveable displays clear of running lines rely heavily upon a link between their Great Hall and Station Hall. A direct rail link between these two buildings would provide significant benefits to the NRM and its functions whilst also removing reliance upon running lines which in turn would enable the release of additional land for

development. Nevertheless the current layout of Leeman Road between Great Hall and Station Hall prohibits this potential as direct rail access between the two buildings is not possible.

Pedestrian and Cycle Access

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

routes designed around people not cars. Pedestrian routes with fewer changes in direction, where people can clearly see their intended direction, encourage more walking. The pedestrian route network should be logical and easy to understand to enable blind and partially sighted people to memorise environments that they use regularly and predict and interpret environments that they are encountering for the first time.

- 11.38 In order to improve the attractiveness of pedestrian and cycle routes it is considered that opportunities should be taken to create separate cycle and pedestrian routes slightly removed from the vehicular routes. Such routes are more pleasant for pedestrians than a footpath immediately adjacent to a road and may offer more direct routes that are safer for inexperienced cyclists than sharing a road with other traffic. It will be important that these cycle and pedestrian routes are visible from the main roads or from residential or commercial buildings to ensure that they benefit from natural surveillance and hence that people feel that they are safe and secure. It is important that pedestrian and cycle paths are designed to take the most direct route between two points to ensure that walking and cycling distances are minimised. The movement network should therefore be designed with the needs of pedestrians and cyclists paramount and the road network being developed around them.
- 11.39 Despite the intention to place pedestrian movements at the top of the transport hierarchy, York Northwest will generate significant transport movements via public transport, cyclists and cars. As such it is essential that internal movements are efficient in allowing residents and workers to move freely from their homes and places of work into the local transport network. Inappropriate use of the road network within the site, by cars seeking to avoid delays on other main routes into and out of the City Centre (via York Central) has the potential to cause a significant negative impact upon the local transport network via congestion and increases in air pollution. The resulting increase in congestion will also have a detrimental impact on the physical environment, thereby essentially reducing its desirability.
- 11.40 The Issues and Options document provides options in relation to new vehicular, pedestrian and cycle accesses into and within York Northwest. Further work will be required to establish the likely costs of creating these new accesses and the impact that these access points will have on the surrounding road network.

Parking

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

Air Quality

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

12.0 CULTURE AND TOURISM

Policy Context

National Policy

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

Regional Policy

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

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

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

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

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

Local Policy

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

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

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

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

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

12.11 The York Tourism Strategy has identified that hotel occupancy in York is falling, there is a long term decline in overseas visitors, there is a change in visitor characteristics (e.g. increase in older and less affluent visitors) and a change in visitor expectations and opportunities. Furthermore, development at York Northwest should seek to help achieve the objectives of this Strategy, which include the need to:

- promote York as an exemplar for sustainable tourism;
- enhance the quality of existing attractions;

- seek quality, world class investment, innovation and product development in terms of attractions, accommodation, retail, conference facilities and the public realm; and,
- ensure the widest possible benefits from a successful York tourism economy.

12.12 The York Cultural Strategy sets out some guiding principles that need to be implemented through development at York Northwest. These principles include developing: a city of high quality spaces, a city of international significance, a diverse, inclusive and cosmopolitan city, an active and participative city, and a creative city. It is suggested that a new link between York Central and the Cultural Quarter should be created by linking the NRM with the Museum Gardens, via a high level bridge from platform 4 over the River Ouse.

Tourism in York

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

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

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

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

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

Key Issues

Growth in tourism

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

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

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

National Railway Museum

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

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

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

Cultural Quarter

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

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

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

Accommodation and Conference Facilities

- 12.39 Reflecting the importance given at regional level to enhancing business tourism, there is a major opportunity for expanding business tourism and conferencing facilities within York Northwest. Provision of additional facilities in the conference and exhibition sectors have been identified as both regional and sub-regional priorities. York, as the regional gateway to the rest of Yorkshire, should provide a focus for conference facilities and York Northwest offers an obvious development opportunity for such investment.

- 12.40 The city's current provision for conferences is limited to 1,500 delegates in a single location at the Barbican (which is to be redeveloped), which is clearly limited for a sub-regional centre of the importance of York. As outlined above, the NRM has the potential to expand its existing facilities to provide additional conferencing and exhibition space that would complement the Council's drive to enhance business tourism.

- 12.41 A significant improvement in the infrastructure which supports the tourism industry in York is not solely limited to conferencing and exhibition facilities. The First Stop York 'Tourism Strategy' identifies the need for an international standard luxury hotel facility in York to improve the range of accommodation which is available for visitors.

- 12.42 Approximately a quarter of existing hotel bed spaces within York City are in 3 and 4 star hotels, with no existing 4 star plus or 5 star hotel provision available. This is a constraint upon York's potential to encourage more over-night stays and weekend breaks and the development of 4 star plus or a 5 star hotel would generate significant benefit to the City's tourism growth.

- 12.43 Increased provision of high quality hotel accommodation would provide strong support to the conference and exhibition facilities outlined above and assist in attracting high spending events and visitors.

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

High Quality Public Realm

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

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

13.0 OPEN SPACE AND BUILT SPORTING FACILITIES

Policy Context

National Policy

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

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

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

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

Regional Policy

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

Local Policy

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

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

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

Table Two- Quantity Standards for Open Space

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

Table Three - Accessibility Standards for Open Space

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

Table Four - Quality Standards for Open Space

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

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

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

Existing Open Space in York

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

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

Open Space Provision in York Northwest

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

Key Issues

Requirement for New Provision

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

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

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

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

Requirement for new built sports facilities provision

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

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

13.26 Within the York Northwest area sports and leisure provision is limited. In the southern part of the York Central site lies the York Railway Institute, which is described in detail below and within the eastern part of the British Sugar site there is a sports field and sports club. This sports field is currently used by the British Sugar sports club and Manor School.

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

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

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

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

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

Community Stadium

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

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

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

York City Football Club

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

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

York City Knights Rugby League Football Club

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

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

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

Other Requirements

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

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

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

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

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

Other issues

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

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

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

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

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

14.0 DESIGN OBJECTIVES

Policy Context

National Policy

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

Regional Policy

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

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

Local Policy

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

Key Issues

Historic Context

- 14.6 The southern part of York Northwest abuts the Central Historic Core Conservation Area which covers the old Roman, Viking and Medieval City within the ancient City Walls, the walls themselves, and their approaches and surroundings. Furthermore the old railway station building itself falls within the Conservation Area. In this context, in developing proposals for York Central, it will be important to take into account the statutory requirement to ensure that new development preserves or enhances the character and appearance of the Conservation Area. It will also be crucial to safeguard the character and setting of the nearby listed buildings.
- 14.7 An important characteristic of the conservation area is a street pattern which is mostly curved and non-geometrical. Within the walls the narrow and irregular street pattern results in views which are fragmented with closed vistas leading the pedestrian around corners. The essence of the area is still mainly of retail and residential uses, often combined into single units, grouped together in an infinite variety of form and period. In terms of materials, dark rich tones predominate, with extensive use of York stone, timber and brick, limestone, clay pantiles, plain tiles and slate. Although a densely developed area, one of the strengths of the Conservation Area is its strong landscape structure, exemplified through its open spaces such as the open river frontage, the Museum Gardens and the ramparts of the City Walls.

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

Design Guidance

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

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

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

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

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

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

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

14.13 In design terms the key requirements which make a sustainable community include the provision of a safe and healthy local environment with well designed public and green spaces and with a range of buildings which, both individually and collectively, meet different needs over time and minimise the use of resources.

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

14.15 Furthermore, developments should also minimise the use of non renewable resources during construction, use sustainable design and construction techniques and minimise carbon and energy emissions.

Gateways

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

14.17 The type of gateway feature to be created will be dependent upon the role of the access point and its intended users. For example, gateways intended for pedestrian and cycle access only should involve development on a more human scale than gateways to be used by vehicular traffic. Opportunities should be maximised to use

the gateways to the eastern side of the site to enhance the linkages with the historic City Centre.

Public Realm and Open Space

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

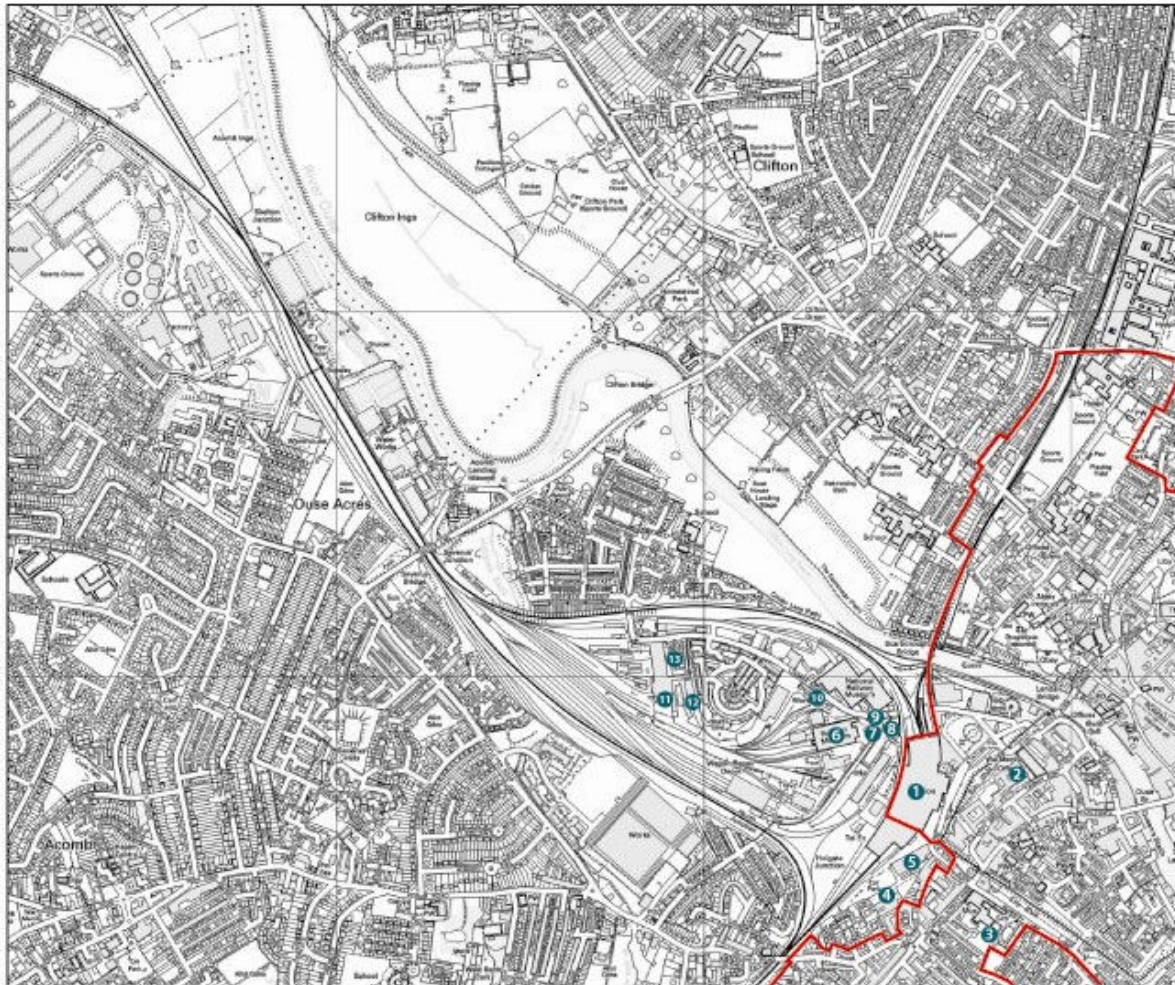
Views and Vistas

- 14.21 The redevelopment of York Northwest will take a number of years and as such will be undertaken in phases. An internal network of connected key routes will be an important component and will require to be provided in a coordinated manner from phase to phase. As with the primary vehicular and pedestrian/cyclist routes there will be a need to relate to both the heart of the redeveloped site, as well as with key buildings and spaces. These routes will in effect provide a series of important vistas within and outside of the area.
- 14.22 There are a number of key views which exist within the area, particularly long distance views of York Minster across the York Northwest site from housing to the west. The development of tall buildings on some parts of the site could adversely affect important views of the Minister, and the Railway Station. Whilst not all views across and out of the site can be retained, key views should be protected. In order to maintain these views it will be necessary to restrict the height of new development in certain parts of the area.

APPENDICES

APPENDIX ONE – LIST OF HISTORIC BUILDINGS

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



KEY

-  Conservation Area
- 1** Station Rise, York Station
- 2** Queen Street, Railway Institute
- 3** Water tank and workshop
- 4** Ri buildings, formerly the gymnasium
- 5** Ri building, formerly the rifle range
- 6** Leeman Road National Railway Museum
- 7** Weigh Office
- 8** Gates and gate piers
- 9** Arc Light building
- 10** Stables
- 11** Railway workshops and Post Office vehicle
- 12** Maintenance workshops
- 13** Carlisle Street

APPENDIX TWO - CENTRAL CONSERVATION AREA STATEMENT

CENTRAL HISTORIC CORE
Conservation Area No. 1 (199.0ha)

Introduction

The conservation area mainly defines the old City of Roman, Viking and Medieval York, for the most part contained inside the ancient City Walls. The Conservation Area was first designated in 1968 and extended in 1975 (after public consultation) to include the bars and walls themselves, their approaches and surroundings which contained Georgian, Regency and Victorian buildings.

History

The Roman legionary fortress dates from AD71, and was located on the north east bank of the Ouse. Its rectangular structure is still evident in the walls to the north-east and north-west and in the alignment of Stonegate and Petergate. The area to the south-west of the Ouse was used for the Roman period for housing and commerce. In the seventh century York was an important Royal and ecclesiastical centre, when settlement expanded beyond the walls of the Roman fortress to the south-east and the area around Coppergate came into being. Many of York's familiar "Medieval" streets, winding through and beyond the Roman rectangle, have their origins in the ninth century after many Scandinavians settled in the City. From the tenth century York was a City of overcrowded, narrow streets. This scene was dominated from the late eleventh century by the size and scale of the Minster. The City was a major centre of commerce and trade, with ships coming up the River Ouse from the North Sea. In the sixteenth century York became a seat of government when the former Abbot's house to St Mary's Abbey was adapted and enlarged as the headquarters of the King's Council in the North. Georgian prosperity came to the City in the eighteenth century, transforming the character of much of the centre and approaches, to reflect its importance as a regional centre. Town houses were built inside and outside the Walls. York's population grew in the nineteenth century creating overcrowding within the walled City. The Victorian age also brought the railway, and the industry and commerce associated with it.

Important Buildings

The area contains the greatest concentration of listed buildings in the City, of which the most outstanding are York Minster and Minster precinct (including St William's College), the King's Manor, the Castle complex, the Guildhall and Mansions, the Assembly Rooms, the Yorkshire Museum, the old Railway Station, Micklegate House, Bootham School and Bootham Park Hospital, Merchant Taylor's Hall, St Anthony's Hall, Merchant Adventurer's Hall, the numerous churches, Fairfax House and St Mary's Abbey and the Bar Convent.

Character

From its history, the character of the central historic core emerges. The street pattern reflects the historic development of the City. The rectilinear lines of the Roman camp still define the basic structure – an intersection of major roads enclosed on two sides by defensive walls and with one approach a river crossing but later bent and twisted to accommodate the new urban form imposed upon it by the orientation of the Minster. The boundaries of the properties lining these twisting streets are derived from a system of burgage plots where buildings huddled closely together. The walls surrounded the centre, punctured on the main road approaches by the four Bars (entrance gateways). Much later the City spilled out from these walls with the new Georgian terraces lining the roads outside the Bars, with routes into the City as traditional cobbled approaches; then Regency and Victorian were added to the Georgian houses in terraces; sometimes as roads leading off the main approaches. Large buildings appeared outside the Walls; Bootham Park Hospital in its landscaped setting; the College of Ripon and St John; and later the railway complex. Inside the walls, there are two smaller scale but major housing areas: Bishophill with its two-

storey nineteenth century terraced housing; and. Aldwark, again with its terraced housing to a fairly high density, but a mixture of restored 18th century housing and new housing of a high quality of design.

Methods of construction and materials also reflect the City's history. The medieval parts are mainly timber frame buildings, often re-fronted with brickwork in the Georgian period. Elsewhere the predominant materials brick (usually clamp brick), stone, plain tiles, pantiles, slate, wood and stone trim and metal railings. The floorscape is often natural materials – York stone, setts, cobbles and stone runners, with areas of non-traditional materials.

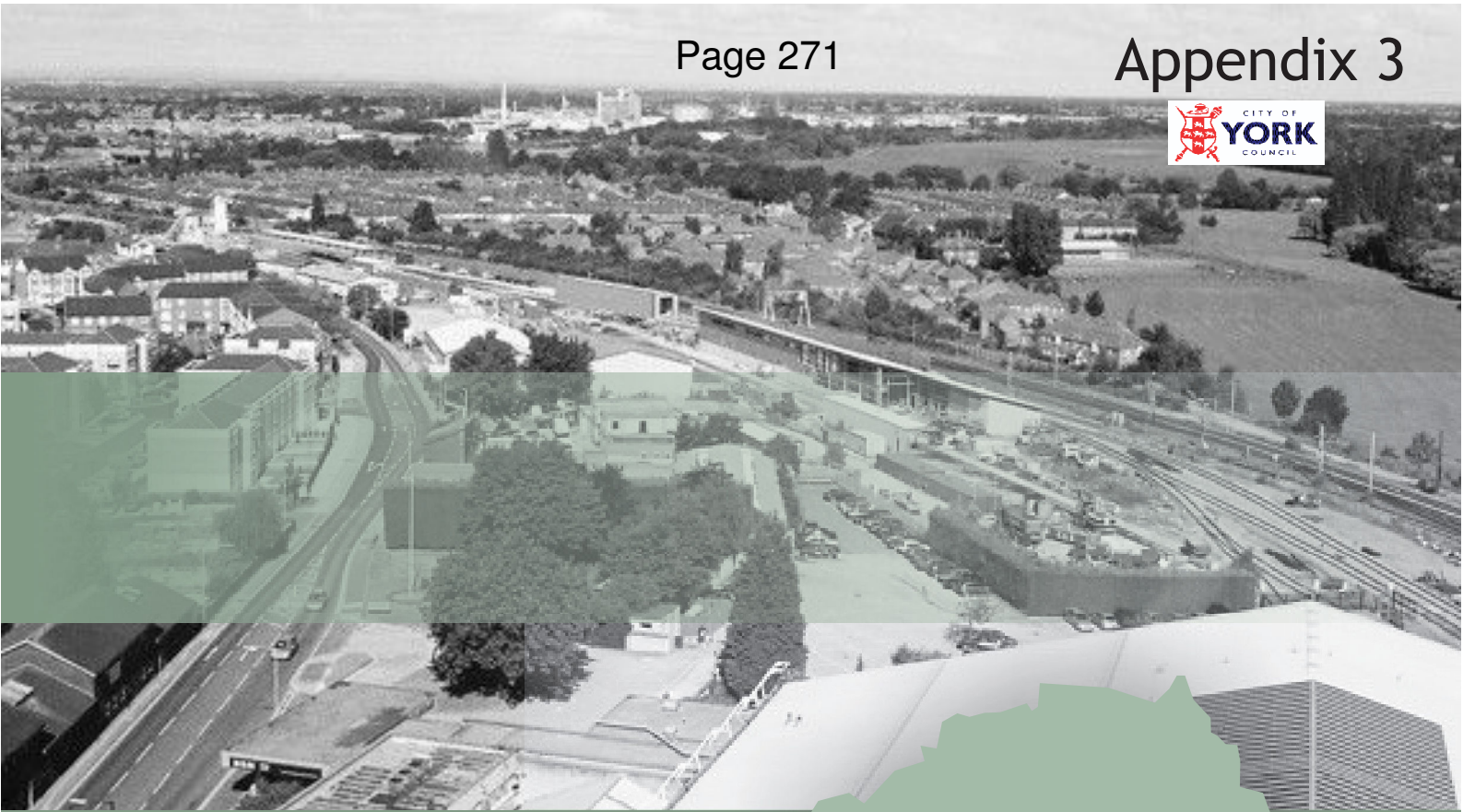
The main elements of the character and appearance of the area are;

- (1) the Walls themselves, built in magnesium limestone, enclosing and defining the City centre and on ramparts set high above it.
- (2) the scale and size of the Minster, again built in magnesian limestone, in its precinct of Medieval, Georgian, Victorian and later buildings;
- (3) Clifford's Tower and the large scale classical buildings of the Castle Area;
- (4) the nucleus of the historic civic buildings in and adjacent to St Helen's Square;
- (5) the large scale of the old and new station complexes and railway headquarters;
- (6) the St Leonard's Hospital area containing buildings set within spaces, the King's Manor (former Palace in the North). The Art Gallery, the Central Library, the Theatre Royal and the Yorkshire Museum, itself, in a riverside park around the former St Mary's Abbey remains;
- (7) Bootham Hospital within its extensive tree-lined grounds and bounded to the north east by the York-Scarborough railway line;
- (8) the City's skyline and vista's (including the major buildings and many church towers and steeples). Within the Walls the narrow and irregular street pattern results in views which are fragmentary with closed vistas, leading the pedestrian round corners.
- (9) the complex townscape containing buildings of all ages. York is mainly a City of streets, most of which curve and are non-geometrical: the size of the buildings relates to the system of burbage plots which shaped the City. The essence of the centre is still mainly of retail and residential uses, often combined into single units(the house-come-shop), grouped together in an infinite variety of form and period. The centre has a human scale, suited to the pedestrian. Within the core area this small scale poses many problems for the insertion of the wider frontages desired by some developers. Materials are dark and rich: York stone, timber and brick, limestone, clay pantiles, plain tiles and slate;
- (10) the River Ouse and its tributary the Foss, both open to navigation. The Ouse is of much bigger scale, and has always been a working environment of wharfs and warehouse buildings. The Foss in the eighteenth and nineteenth centuries was briefly canalised;

- (11) the strong landscape structure associated with York's open spaces – the rivers, the Museum Gardens, the Minster Precinct and the ramparts of the City Walls;
- (12) the residential areas in brick and slate or pantiles, often in terrace street or in small intimate spaces with tight enclosures, all of strong human scale;
- (13) the commercial/shopping areas, with the older shops, in for example, the Shambles and Stonegate/Petergate, containing a variety of shopfronts and frontages with a strong vertical rhythm, and the larger scale of Coney Street and Parliament Street containing the larger scale of the multiple shops;
- (14) other smaller areas which do not fit into the above categories but which have immediate character arising from the quality of buildings, of spaces in between, of landscaping and different uses. The strength of the Central Historic Core Conservation Area is that there are so many small areas of unique quality which result in the historic richness and quality of the area.

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City of York

LDF

Local
Development
Framework

York Northwest
Area Action Plan
Issues and Options
Sustainability Statement

July 2007



**Nathaniel Lichfield
and Partners**

Planning Design Economics

CITY OF YORK COUNCIL

**YORK NORTHWEST
AREA ACTION PLAN
ISSUES & OPTIONS**

SUSTAINABILITY STATEMENT

July 2007

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FORWARD

1. The purpose of Sustainability Appraisal is to promote Sustainable Development through the better integration of sustainability considerations into the preparation and adoption of plans.
2. The Sustainability Appraisal forms an integral part of the plan making process, and will be undertaken in stages alongside the production of each Local Development Document.
3. Section 39 of the Planning and Compulsory Purchase Act 2004 requires Local Development Documents to be prepared with a view to contributing to the achievement of Sustainable development.
4. The preparation of the Local Development Framework must also be in accordance with the European Union Directive 2001/42/EC (known as the Strategic Environmental Assessment, or SEA, Directive) which requires formal Strategic Environmental Assessment of certain plans and programmes which are likely to have significant effects on the environment. The directive has been incorporated into English Law by virtue of the Strategic Environmental Assessment regulations 2004, and applies to all Local Development Documents where formal preparation begins after 21st July 2004.
5. All Development Plan Documents and Supplementary Planning Documents will therefore be subject to Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA). Although the requirement to undertake SA and SEA is distinct, it is possible to combine them into a single appraisal process. It should therefore be taken that references to the SA process also incorporate the requirements of the SEA Directive.
6. This sustainability statement considers the key sustainability issues arising from the York Northwest Area Action Plan (AAP) Issues and Options document produced for the Local Development Framework York Northwest Area Action Plan (AAP). It should be read in conjunction with the York Northwest AAP Issues and Options document.
7. Any comments on the AAP and Sustainability Statement should be returned by _____ to:

**York Northwest Team
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City Strategy
City of York Council
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1.0 INTRODUCTION

- 1.1 This document summarises the key sustainability matters arising from the Issues and Options document produced for the City of York Council Area Action Plan for York Northwest. It has been prepared by Nathaniel Lichfield and Partners on behalf of City of York Council as part of the sustainability appraisal process of the Local Development Framework (LDF).
- 1.2 Preparing a sustainability appraisal report at this stage is not a formal requirement of the sustainability appraisal process. This report is therefore only intended to provide a brief overview of the implications of the approach outlined in the Issues and Options document in relation to sustainable development. The main purpose of the report is to inform the next stages of preparation of the Area Action Plan. The matters raised in this report should be taken into account in moving forward with the preparation of the Area Action Plan and in particular the development of preferred options.
- 1.3 The Scoping Report for the Sustainability Appraisal of York Northwest (April 2007) has been used in producing the appraisal outlined in this report. The Scoping Report is available on the York Northwest web site www.york.gov.uk/environment/planning/major_developments/york_northwest
- 1.4 This report uses a definition of sustainable development, and what this means for the City of York, taken from the sustainability objectives developed for the Sustainability Appraisal for the York Northwest AAP, which are outlined in the Scoping Report. These are shown in table 1 below.

Table 1: Sustainability Objectives

Sustainability Objectives	
Headline Objective	
H1. To reduce City of York's Ecological Footprint	
Environmental	
EN1	Land use efficiency that maximises the use of brownfield land
EN2	Maintain and improve a quality built environment and the cultural heritage of York and preserve the character and setting of the historic city of York
EN3	Conserve and enhance a biodiverse, attractive and accessible natural environment
EN4	Minimise greenhouse gas emissions and develop a managed response to the effects of climate change
EN5	Improve air quality in York

EN6	The prudent and efficient use of energy, water, and other natural resources
EN7	Reduce pollution and waste generation and increase levels of reuse and recycling
EN8	Maintain and improve water quality
EN9	Reduce the impact of flooding to people and property in York
Social	
S1	Enhance access to York's urban and rural landscapes , public open space/recreational areas and leisure facilities for all
S2	Maintain or reduce York's existing noise levels
S3	Improve the health and well-being of the York population
S4	Safety and security for people and property
S5	Vibrant communities that participate in decision-making
S6	Reduce the need to travel by private car
S7	Developments which provide good access to and encourage use of public transport, walking and cycling
S8	A transport network that integrates all modes for effective non car based movements
S9	Quality affordable housing available for all
S10	Social inclusion and equity across all sectors
Economic	
EC1	Good quality employment opportunities available for all
EC2	Good education and training opportunities for all which build skills and capacity of the population
EC3	Conditions for business success, stable economic growth and investment
EC4	Local food, health care, education/training needs and employment opportunities met locally

- 1.5 Overall, the Issues and Options document contains a variety of policy approaches which should help ensure that new development at York Northwest is compatible with the objectives of greater sustainability.

2.0 VISION AND OBJECTIVES

- 2.1 A vision for the York Northwest Area Action Plan (AAP) has not been defined in the Issues and Options document. Instead potential objectives for the AAP, which could help form the vision, have been set out. Following consultation on the Issues and Options document a vision for the area will be defined and preferred objectives will be outlined.
- 2.2 The potential objectives for the York Northwest AAP are primarily adapted from those used in the 'Without Walls' Community Strategy for the York LDF area. This approach is compatible with the approach to LDF preparation advocated by Government, in that the LDF is a key tool in the delivery of the Community Strategy and therefore the LDF should support, and build on the objectives of the Community Strategy by taking forward the spatial implications of the objectives in particular.
- 2.3 Furthermore, the objectives have been formulated to be consistent with regional objectives, particularly those relating to the City of York and the proposed objectives of the Core Strategy (set out in the Core Strategy Issues and Options document).
- 2.4 The concept of sustainability and the creation of a sustainable and inclusive community are at the core of the York Northwest objectives and this approach is welcomed by the sustainability appraisal. The spatial planning objectives developed from the Community Strategy are generally compatible with the sustainability objectives developed for the sustainability appraisal. The effectiveness of these spatial objectives on the achievement of the sustainability objectives will not be apparent until they are implemented through the strategy, policies and proposals set out in the AAP.
- 2.5 The suggested objectives for York Northwest set out in the Issues and Options document appear quite comprehensive in their coverage of issues and complement, rather than conflict with, the sustainability appraisal objectives. However, there are key sustainability appraisal objectives that are currently not fully addressed in the York Northwest objectives and which should be. It is recommended, therefore, that the AAP objectives are revised and where necessary new objectives are added to ensure that the following issues are addressed:
- Maximising the use of brownfield land (SA Objective EN1);

- Conservation and enhancement of natural environment and biodiversity (SA objective EN3);
- Reducing waste generation and increase levels of reuse and recycling (SA objective EN7);
- Maintaining and improving water quality (SA objective EN8);
- Reducing the impact of flooding to people and property (SA objective EN9);
- Ensuring that 'secure by design' principles are applied to the design of all new developments (SA objective S4);
- Clearly setting out the need for quality **affordable** housing (SA objective S9) in Objectives 8 and 15; and
- Outlining in objective 5 that employment and training opportunities for **all** should be created (SA objective EC1 and EC2).

2.6 Furthermore, it is noted that two of the objectives contain the term 'sustainable'. Care needs to be taken in using the term too frequently, as it is felt that this could devalue the term by allowing too great an interpretation of what it means in each circumstance. It is therefore recommended that at least one of the objectives is re-written to remove the word sustainable. Instead the objective should clearly define what is intended from the objective. This is already the case in the Without Walls vision points for the Community Strategy.

2.7 The objectives alone will not have an impact on the future sustainability of the York Northwest area. Although the proposed objectives are compatible with achieving more sustainable development, an appropriate strategy and policies are needed to ensure these objectives can be reached and development is implemented appropriately.

3.0 'CREATING A SUSTAINABLE COMMUNITY'

- 3.1 Chapter 4 of the Issues and Options Report for the York Northwest AAP is entitled 'Creating a Sustainable Community'. The purpose of this Chapter is to set out the key issues that need to be considered and addressed, when identifying issues and formulating development options, in order to create a sustainable community at York Northwest. It draws on the principles set out in York's Local Agenda 21 document and the aims outlined in York's Without Walls Vision.
- 3.2 The key issues raised in this chapter clearly relate well to the SA objectives, particularly the headline objective of reducing York's 'ecological footprint' (Objective H1) and Objectives EN2, EN3, EN4, EN5, EN6, EN9, S1, S4, S6, S7, S9, EC1, EC2, and EC4. However, the key issues identified will only help to achieve a sustainable development, if they are at the heart of the options developed for the AAP.
- 3.3 It is recommended that in the next stage of the production process these key issues are explored further, with more detail being provided about issues such as 'sustainable design', the use of on-site renewable energy technology and mitigation against the impacts of climate change. These objectives are highly compatible with sustainable development. In particular those issues relating to energy efficiency and a more careful consideration of resource consumption matters which relates clearly to the sustainability objectives and the goal of the City of York Council to reduce its 'ecological footprint'.
- 3.4 At the next stage of the production process options put forward should prioritise matters relating to sustainable construction, including creating more resource efficient buildings. The AAP should set out expectations for development in the area such as meeting defined sustainable construction standards such as those defined by Code for Sustainable Homes and BREEAM tools. It may also be suitable for the AAP to consider how buildings can be designed to take into account the effects of climate change and ensuring that the long-term future of buildings and their resource consumption are considered and designed into buildings.
- 3.5 The AAP should also seek to ensure that buildings are designed to accommodate the impacts of climate change, which York is and will be experiencing, such as an increase in storm events, and higher winter rainfall. This should include full consideration of flood risks and how buildings should be designed in areas that may

be at risk. Water efficiency technologies and systems to reduce run-off from buildings should also be an important consideration.

The Development of Key Land Uses at York Northwest

- 3.6 One of the primary objectives of the AAP is to identify the appropriate amount and mix of key land uses that should be developed within York Northwest and the transport structure required to serve these uses. Chapters 5 to 10 look in detail at the land uses and transport infrastructure that could be developed at York Northwest, exploring the key issues, ideas, opportunities and the potential options relating to each use. These topics are addressed in the remainder of this Sustainability Statement.

4.0 EMPLOYMENT

- 4.1 The first issue raised, in relation to employment uses, is the need for employment land. It has been identified that York has a key role to play in driving the region's economy, particularly through the knowledge led sectors. To help ensure that York fulfils its economic role, more employment land and quality office developments will be required to attract new businesses into the area. The location of employment land can have a substantial impact on establishing travel patterns in the area and reducing peoples' need to travel. As reducing the length and amount of trips people make to meet everyday needs is a key component of delivering more sustainable development.
- 4.2 Therefore, a key issue is that York Northwest should be used to meet some of the need for employment land and quality office developments in York. By helping to meet the need for employment land, this approach would also have the potential to assist in the achievement of the SA objective of creating conditions for business success, stable economic growth and investment (EC1). Furthermore, given the size of the site, its brownfield status and its location - adjacent to the city centre, the railway station and other employment uses, this approach has the potential to deliver a number of SA objectives including: S6, S7, EC2 and potentially EN1. The York Northwest development, due to the central location and close proximity to the railway station, shops and other services is likely to have positive benefits against a range of sustainability objectives, particularly by reducing the need to travel, and regenerating an area of central York and therefore bring improvements to the built environment.
- 4.3 Whilst it is recognised that York Northwest should meet some of the need for employment land in York, the Issues and Options document does not set out the exact amount of employment land to be provided at York Northwest. In this context, further evidence will be required to determine the amount of employment land to be provided at York Northwest. This evidence will be provided through the completion of the Employment Land Review and should be taken into account at the Preferred Options stage.
- 4.4 The second and third employment issues, raised in the Issues and Options document, relate to the location of employment uses and in particular office uses. In line with national guidance and sustainability objectives S6, S7, and EC4, it was noted that employment uses at York Northwest should be located in areas which are

easily accessible on foot, bicycle or public transport and where linked trips are possible. While this approach will help to deliver some of the SA objectives, it must be noted that depending on the employment use in question it also has the potential to conflict with others (e.g. EN1 and EN2). In recognition that different employment uses (e.g. B1, B2 and B8) have different locational requirements, options for the potential location of B1, B2, and B8 uses are presented later in the employment chapter.

4.5 Other issues discussed in the employment section include:

- the need for a good quality working environment both in terms of the interior of the employment use and the surrounding environment. In this context a Central Business District (CBD) with a mixture of uses and an attractive public square were considered as a potential opportunity at York Northwest;
- the need for employment developments, which are exemplar of sustainable development in terms of their location, layout, design and construction;
- the potential to provide different types of employment uses within York Northwest;
- the need to create education and training opportunities alongside the development of employment uses; and
- the need to integrate different uses to ensure that some locations are used during the daytime, evening and night and there is the potential to do so within a CBD.

4.6 The implementation of the issues noted above has the potential to meet the following SA objectives: EN6, S1, EC1, EC2, EC3 and EC4.

4.7 It was deemed inappropriate to provide options relating to the amount of employment land to be provided until the Employment Land Study for York is finalised. However options were provided in relation to the distribution of different types of employment uses. These options are not mutually exclusive and therefore a combination of options could be brought forward at the preferred options stage.

4.8 The first option (E1) is for B1 uses to be located at York Central. In sustainability terms the key advantages of this option are that a large workforce could be located close to a major public transport hub (York Railway Station) and within walking distance of the City Centre; car parking for the employment uses could be shared with nearby tourism uses; it will be an attractive location for businesses who want to be located close to the City Centre and a major transport network; and should a CBD be created, employees would have easy access to local retail, services, restaurants and public space. This option would therefore meet the following SA objectives: S6, S7, EC3, EC4, and S1. While this option clearly has the potential to be sustainable, there

is a risk that traffic congestion could increase in the City Centre if employees cannot be encouraged to travel to work by means other than the private car (e.g. parking spaces could be restricted). This increase in congestion would conflict with the SA objectives of improving air quality in York (EN5), reducing York's existing noise levels (S2) and minimising greenhouse gases (EN4).

4.9 Options E2 (locating B2 uses at York Central) and E3 (locating B8 uses at York Central) are similar in terms of their sustainability. Like Option E1 they both have the potential to meet SA objectives S6, S7 and EC3 due to the potential workforce being located next to sustainable transport modes; the attractiveness of the location for businesses who want to be located close to the City Centre and a major transport network; and the opportunity to exploit existing rail freight infrastructure. However, these options also raise a number of sustainability issues including:

- B2 and B8 uses are more likely to have a detrimental impact on the appearance of the area and City Centre than other uses. In particular such uses may adversely impact the views of the Minster. These options would therefore conflict with SA objective EN2;
- It will be more difficult to integrate B2 and B8 uses with other uses in the form of a mixed use development;
- B2 and B8 uses at York Central could lead to an unacceptable increase in HGVs and cars in the City Centre, which would exacerbate traffic congestion and air pollution problems, conflicting with SA objectives EN4, EN5 and S2; and
- B2 and B8 uses require a high level of land take in relation to the number of jobs they create and therefore such uses would not maximise the use of a brownfield site, conflicting with SA objective EN1.

4.10 Option E4 suggests locating B1 uses on the British Sugar site. In sustainability terms, the site is close to residential areas and could therefore be accessed by the surrounding community on foot or by public transport, meeting SA objectives S6, S7 and S8. Other potential sustainability benefits of this option are dependent on whether a District/or Local Centre and rail halt are developed at British Sugar. Should these uses be implemented B1 uses at British Sugar would be more accessible, linked trips and shared parking would be encouraged and this option would therefore have the potential to meet the additional SA objectives S1 and EC4. This option may however,

increase noise and traffic movements in the residential area surrounding British Sugar; be less attractive for businesses wanting to locate close to the City Centre and depending on the scale and design of the buildings have a detrimental impact on the appearance of the area. It may therefore also conflict with SA objectives EN5 and S2.

4.11 Option E5 and E6 suggest locating B2 and B8 uses respectively on the British Sugar site. Like Options E2 and E3 they share similar sustainability issues. The key sustainability benefits of these options are that:

- the workforce could be located in close proximity and have the potential to access the uses on foot, bicycle and by public transport;
- there is potential to use the Freight Avoidance Line to distribute goods, rather than transport all goods by HGVs;
- in relation to B8 uses there is potential to create a sustainable distribution centre, where freight is transferred onto small vehicles for the final stage of its journey into the city centre; and
- there is potential to replace jobs lost at British Sugar with similar jobs.

4.12 As can be seen, these benefits mainly relate to SA objective S6, S7, EC1 and EN5. Like the other options set out above, Options E5 and E6 also have the potential to conflict with SA objectives, including EN1 due to the fact these uses would not maximise the use of brownfield land and S2 due to the potential for HGVs to increase the noise levels around the site.

5.0 HOUSING

5.1 Future housing supply and need is the first issue raised in the housing chapter. The AAP suggests that land should be allocated in York Northwest to accommodate housing and to help meet a significant proportion of York's housing requirement. In principle this approach is sustainable as it will reduce the need for housing to be developed on greenfield land, provide housing close to existing and potential employment uses, shops and services and key public transport hubs. Indeed the provision of housing developments at York Northwest would primarily meet SA Objectives EN1, S1, EC4, S6, and S7.

5.2 Other issues, ideas and opportunities raised include:

- the need to provide the appropriate balance of uses within York Northwest;
- the need to maximise the numbers of affordable housing within the area, while ensuring that a range of housing type and tenure (e.g. social rent and discounted sale) is provided. In particular, the need to provide affordable family housing is highlighted;
- the need to provide a range of housing types and sizes to meet the overall requirements of the city. Options relating to the mix of housing are set out later in the housing chapter; and
- balancing the need to provide a range of housing densities across the site with the need to maximise the use of brownfield land close to the city centre. Options are also provided in relation to housing density.

5.3 Implementing these opportunities has the potential to meet SA objectives relating to the provision of food, health care, education and employment opportunities locally (EC4), providing quality affordable housing for all (S9), encouraging social inclusion and equity by providing a mix of housing types (S10) and maximising the use of brownfield land (EN1).

5.4 The achievement of these SA objectives, however, is not guaranteed and there is a potential for conflicts between the SA objectives. Objective EN9 needs to be carefully considered to ensure that flooding issues are taken into account when allocating land at York Northwest. Other issues also include the need to ensure that the design of

housing enhances the setting of the city, is energy efficient and creates a safe and secure community; the need to encourage on-site renewable energy generation; and the need to successfully deliver the remediation of contaminated parts of the site.

5.5 As noted above, options have been provided in relation to housing density and housing type. It was deemed inappropriate to provide options relating to the amount of housing land until the Employment Land Review for York is finalised because this has implications for the amount of land available for housing.

5.6 Option H1 seeks to provide high density housing closer to the centre at York Central and medium density housing at the fringe of the site at British Sugar. On the whole this option is in line with the sustainability agenda. Provision of high density housing, close to the city centre, a major public transport node (York Railway Station), and existing services, employment uses and retail uses (SA objective EC4), is an efficient use of brownfield land (SA objectives EN1), which should reduce the need to travel by private car (SA objectives S6 and S7). The provision of high and medium density housing will help meet a range of needs (SA objective S10) and has the potential to create a vibrant mixed community (SA objective S5).

5.7 While there are a number of sustainability benefits of this option there are potential sustainability conflicts. For example high density housing at York Northwest may increase traffic congestion in this area and worsen air pollution. Furthermore, to create high density dwellings it may be necessary to have tall buildings which could have detrimental impact on views of listed buildings and the character and setting of the area. It will be necessary at the preferred options stage to prioritise objectives and to identify ways to reduce conflicts with SA objectives.

5.8 Option H2 suggests that higher density housing should be provided close to public transport interchanges (at central station and potential new rail halt at British Sugar), with medium density housing further away from main public transport facilities. This option is in line with Government planning guidance and a range of SA objectives. The key benefits of this approach are that a high number of residents will be located close to public transport nodes and existing and proposed services and a mixture of housing can be provided at the site. Like option H1, this option therefore has the potential to help deliver SA objectives EN1, EC4, S5, S6, S7 and S10. Similarly the same conflicts between SA objectives, identified for Option H1, apply to Option H2. A further potential sustainability conflict arising from Option H2 is that by providing housing at the current and proposed public transport hubs it restricts what other kinds

of development can be built there. It could be argued that other uses, such as employment uses and retail, have the potential to generate more traffic than housing and should therefore be located at the station in order to ensure that the most significant reduction in car trips can be achieved, in line with SA objective S6.

- 5.9 Options H3, H4 and H5 relate to the mix of house types that should be provided at York Northwest. The sustainability implications of these options are more difficult to quantify.
- 5.10 The draft HMA suggests that the housing requirement in York is for around 64% houses, 36% apartments. Option H3 suggests that the proportion of houses and apartments at York Northwest should be in line with the findings of the HMA. Clearly the benefit of this approach is that it will meet the identified need for houses and apartments, which in turn will help to deliver SA objective S10.
- 5.11 In relation to Option H4 (greater percentage of houses than suggested in the HMA), the implementation of this approach could raise two significant sustainability issues. The first issue is that a higher proportion of housing is likely to reduce the housing density and overall number of dwellings provided at York Northwest. This approach will therefore reduce York Northwest's contribution to meeting York's housing need. It will also be a less efficient use of a brownfield site, which conflicts with SA objective EN1. The second issue is that the provision of fewer apartments may impact adversely on the scheme's viability given the major infrastructure costs. This in turn may lead to the provision of fewer affordable dwellings, in conflict with SA objective S9, and lower contributions towards the provision of open space and community facilities.
- 5.12 Option H5, seeks to provide a greater percentage of apartments than set out in the HMA. This approach would have four key benefits: the more efficient use of brownfield land; a greater opportunity to create mixed use developments with commercial uses on the ground floor and apartments on the upper floor; and the generation of higher land values allowing for greater cross-subsidy of non-commercial uses and for the provision of affordable housing. It will, however, also have the potential to conflict with SA objectives. For example a higher proportion of apartments within the area could be out of character with the scale of adjoining development. Furthermore, the provision of more apartments will increase the number of individuals living close to the City Centre, which in turn could increase traffic congestion in the City Centre.

5.13 In summary Option H5 will help meet SA objectives EN1, EC4 and S1, but has the potential to conflict with SA objectives EN2 and EN5.

6.0 SOCIAL INFRASTRUCTURE

6.1 The introduction to the Social Infrastructure chapter makes it clear that the provision of retail, community, health and education facilities at York Northwest will be necessary to cater for the needs of future residents and employees. This approach is clearly sustainable as it ensures that the York Northwest population will have access to local health care, education and convenience goods facilities, in line with Government guidance and SA objective EC4.

6.2 Having established that retail, community, health and education facilities will need to be provided at York Northwest the following key issues have been raised:

- the need for these facilities to be accessible to all residents and employees in York Northwest, ideally within walking/cycling distance of these users. It is identified that to maximise the accessibility of these facilities they should be located close to public transport hubs and ideally integrated with other compatible land uses;
- there is limited existing convenience goods provision within and adjacent to York Northwest. The AAP should identify the scale, nature and location of the facilities to be provided. These facilities should not increase traffic congestion in the area or have a detrimental impact on the vitality and viability of surrounding centres. Instead facilities should reduce the needs of residents within York Northwest and the surrounding area to travel to shopping facilities elsewhere;
- the potential to create a Central Business District (CBD) adjacent to the station, which provides a mixture of retail facilities, services and restaurants alongside employment uses and public open space;
- there is limited provision of community facilities within and adjacent to York Northwest. New community facilities should be provided to cater for the needs of the new population. These facilities should where possible share open space and buildings with other uses to maximise the use of brownfield land;
- there is limited provision of health care facilities within and adjacent to York Northwest. These facilities should be located close to community, education and retail facilities in order to facilitate multi-purpose trips;

- due to the scale of development likely to take place at York Northwest it is likely that there will be a requirement for new primary schools within York Northwest. The scale, number and location of these will depend on the scale, density and location of new residential developments within York Northwest. However, all children should be able to walk or cycle safely to school;
- there is a need to strike a balance between providing primary schools within easy walking and cycling distance of pupils and maximising the use of resources (e.g. shared sports field), through the provision of large primary schools;
- once housing numbers for York Northwest have been determined it will be necessary to assess whether children within York Northwest will be accommodated in existing, but expanded secondary schools or whether a new school will be required. This assessment needs to take into account the city-wide situation; and
- given the size of York North West, the comprehensive development of the site will take a number of years to complete. A phased approach to the provision of education facilities to ensure that as the development grows, sufficient school places are provided.

6.3 Should these issues be addressed appropriately through future AAP policies, the provision of social infrastructure at York Northwest should help to deliver a number of SA objectives including EN1, EN5, EC1, EC2, EC4, S3, S6, and S7. The only potential sustainability conflict would arise from providing shopping facilities at a scale which has a detrimental impact on existing shopping facilities within the City Centre or other district and local centres and which generates high levels of traffic, exacerbating traffic congestion in the City Centre. On this basis it is recommended that the results of the City of York Retail Study, currently being prepared, are used to establish the scale of retail facilities required at York Northwest.

6.4 Options in relation to the amount of land that should be allocated for social infrastructure have not been provided in the AAP Issues and Options document. This approach is acceptable, given that the scale of the provision required to create a sustainable community will not be known until the amount of employment land and housing land required has been decided. However, options are provided in relation to the distribution of Community and Social Facilities.

- 6.5 Options S1 and S2 relate to the provision of one new District Centre on either the British Sugar or York Central sites respectively, together with the provision of smaller facilities on the other site. Option S3 seeks to provide two local centres (one on York Central and the other on British Sugar).
- 6.6 On the whole, the sustainability issues arising from these options are the same. In terms of sustainability benefits all of the options would help to meet retail, service and community needs locally (i.e. SA objective EC4) and encourage linked trips, which in turn would reduce the need to travel by private car (i.e. SA objective S6). Furthermore, the District and/or Local Centres would act as a community heart or focus, which could help to create a vibrant community, in line with SA objective S5.
- 6.7 As outlined above in relation to the provision of shopping facilities, a potential conflict with sustainability objectives could arise if the level of retail floorspace within the new District Centre is too high, to the extent that it competes with existing centres and generates significant traffic. Furthermore, in relation to Option S3 it is possible that the scale of provision that would exist within a local centre would not cater for the main shopping/service needs of the York Northwest population and therefore residents would continue to travel outside the area for their main food shopping. This option would therefore not significantly reduce the need to travel by car.
- 6.8 Option S4 is for the provision of a range of small scale shopping social, community, and health facilities in a number of small clusters across York Northwest. While this option would clearly encourage people to travel on foot or by bicycle to meet their retail and community needs, there are a number of sustainability conflicts arising from this option. These conflicts include that the scale of the facilities would require residents to travel outside the area for their main food shopping, the scattering of facilities would limit the potential for linked trips and it would be more difficult to promote shared parking. Option S4 is therefore likely to conflict with SA objective S6.
- 6.9 Finally Option S5 is for the provision of comparison goods retailing at the station. The sustainability of this option depends on the future need for comparison goods floorspace in York City Centre and the capacity for the City Centre to accommodate this need. In this context, a new Retail Study for the City of York is currently being undertaken and this will assess the need for further retail floorspace in the city centre and identify the best opportunities for meeting this need.

6.10 If the future need cannot be accommodated in the City Centre then the provision of comparison goods retailing at the station could have a number of sustainability benefits. The site is close enough to the City Centre to encourage some linked trips and is obviously easily accessible by public transport (i.e. SA objective S6 and S7). Furthermore, there is potential to develop retail uses that link to the tourism industry and the National Railway Museum thereby developing a new sector in York's economy (SA objective EC4). However, potential issues include the impact on the vitality and viability of the primary shopping frontage within the City and the creation of new retailing facilities at the station could increase vehicular movement into the centre of York. This would conflict with SA Objectives EN5 and EC3.

7.0 TRANSPORT AND ACCESSIBILITY

- 7.1 A number of issues, ideas and opportunities have been identified in the Transport and Accessibility Chapter. The key underlying issue highlighted is that developments within York Northwest should be accessible by all modes of transport and that developments should reduce the need for people to travel by car. This aim complements the SA objectives S6 and S7. It is noted that the proximity of York Northwest to York Station and the rail network should be capitalised on to ensure that the development is highly accessible, particularly by sustainable modes of transport. This complements SA objective S8. Providing a 'connected' development in terms of public transport accessibility is one of the key ways in which it can have a positive impact on achieving more sustainable development. It is vital that public transport accessibility, walking and cycling is taken into account from the outset so that it is a fundamental component of the scheme.
- 7.2 Traffic congestion and air pollution are the next two issues highlighted. It is recognised that these two issues are inter-related and by reducing vehicle numbers and traffic congestion the quality of the air in York will improve. In this context, the use of the rail corridor and station must be maximised, new access points in congested parts of the City Centre should not be open to all vehicular traffic, and car sharing and park and rides schemes should be encouraged. These measures if implemented will help to create a sustainable development at York Northwest. In particular they will meet SA objectives EN5, S6 and S7.
- 7.3 Another key issue highlighted is access into the site for all modes of transport is limited. New accesses are required in locations, where the increased traffic flow and infrastructure required will not have a significant adverse impact on the surrounding area. This issue has the potential to conflict with SA objectives. In particular new access options have the potential to exacerbate existing traffic congestion and air pollution hence conflicting with SA Objective EN5. Options for potential access points for vehicular and cycle access are set out later in the Chapter.
- 7.4 Access for pedestrian and cyclists is also very poor at the present time and the Issues and Options document identifies the opportunity to provide new safe and attractive access points for pedestrians and cyclists to reduce the need to travel by car and hence assist in achieving SA Objectives S6, S7. Improving opportunities for walking

and cycling would also assist in achieving SA Objective S3 to improve the health and well being of the York Northwest population.

- 7.5 The importance of developing opportunities to travel to and from York Northwest by public transport is highlighted in the Issues and Options document as being essential if the Council's commitment to reduce travel by private car is to be achieved (SA Objectives S6 and S7). The Issues and Options document also identifies the potential to create a new public transport interchange adjacent to the central railway station to help improve connectivity within the City. It also indicates that there may be potential for the creation of a rail halt (tram/train) and/or local public transport interchange within the British Sugar site, potentially linking to park and ride sites on the A59. These measures would assist in delivering SA Objectives S6, S7 S8 and EN5.
- 7.6 In addition to the issue of access into and out of York Northwest the Issues and Options document identifies the need to ensure that the internal transport network is planned in such a way as to prevent the creation of 'rat runs' into and out of the City Centre. If this is not carefully managed then there is potential for new though routes to be formed which could have a negative impact upon the surrounding transport network and the environment and desirability of York Northwest in conflict with SA Objectives EN4, EN5,S6, S7 and S8.
- 7.7 The issue of car parking is explored in the Issues and Options document as it is evident that alongside a good pubic transport network, the amount and distribution of car parking within York Northwest can act to deter residents, employees and visitors from using their cars to access and move around the area and thus assist in achieving SA Objectives S6 and EN5. The use of measures such as shared parking, park and ride and maximum parking standards below those in force elsewhere in the City Centre are raised as ideas and opportunities in order to try and ensure that these SA Objectives are achieved.
- 7.8 Due to the character and layout of York's historic City Centre and the existing problems with congestion and air quality the Issues and Options document explores the issue of freight movements and the commitment in the Local Transport Plan to identify a consolidation centre near the outer ring road to facilitate the transfer of goods from heavy goods vehicles to smaller vehicles for City Centre access. This could be achieved by the development of a consolidation centre within the former British Sugar site and hence assist in meeting SA Objectives EN2 and EN5.

- 7.9 Following on from the identification of these key issues the Issues and Options paper provides options in relation to vehicular access points, public transport and pedestrian and cycle access.
- 7.10 Options T1-T13 relate to potential new vehicular access points. Whilst in theory most of the options could be implemented together, in reality not all are likely to be needed to serve new development at York Northwest. At this stage in the process it would only be possible to consider the extent to which each option in isolation could either assist with or conflict with the SA Objectives and this is not considered to be a useful exercise since the access points will not be developed in isolation. However it will be important at the next stage of the AAP process to assess the overall sustainability of the chosen package of access points as this is more important and relevant than their merits when considered in isolation. Each of the thirteen options has the potential to conflict with SA Objective S6 as creating new vehicular access points will increase the opportunity for people to access York Northwest by means of the private car. However if the use of some of these access points was restricted to public transport use only then they have the potential to provide a sustainable means of accessing the site which helps assist with SA Objectives EN2, EN5, S6, S7 and S8.
- 7.11 At this stage in the process it is evident that some of the options raise greater environmental concerns than others. Option T1 (Water End) for example could lead to the complete loss or considerable disturbance to Millennium Green which is a valuable open space well used by the community. Option T13 (Allotments) would also result in the loss of a valuable facility which could be difficult to replace elsewhere. These options would therefore appear to conflict with SA Objectives EN2, EN3, S1 and S3. Option T3 (Queen Street) could conflict with both SA Objectives EN2 and EN5 as a result of its location within an area with existing air quality problems and its proximity to important listed buildings and other historic buildings.
- 7.12 Options T14-T19 relate to public transport developments. T14 involves the development of a tram/train service along the York-Leeds-Harrogate rail line. This would assist with SA Objective EN2 by making use of existing infrastructure and hence allowing sustainable transport without the need for the provision of new roads and rail links which could affect the setting and character of the historic city. The tram/train would also assist with achieving SA Objective EN5, S6, S7 and S8. It could also be attractive to inward investors and hence assist with SA Objective EC3.

- 7.13 Options T15-T19 relate to the identification of sites for new transport interchanges as this was recognised as crucial to the achievement of a sustainable transport network and hence to the achievement of SA Objectives S6 and S8. This however needs to be balanced against any conflict with SA Objective EN2 which could arise as a result of the location of the potential interchange points adjacent to the listed railway station and city walls.
- 7.14 The final options in this section (T20-29) relate to dedicated pedestrian and cycle routes, some of which are similar to those identified as having the potential to provide vehicular access points. All these options could help achieve SA Objectives EN5, S3, S6, S7 and EC3 by providing attractive, safe alternatives to the private car which allow residents, employees and visitors to gain access to and within York Northwest on foot or bicycle. In particular options T22 (York Business Park) and T23 (Holgate Business Park) offer the opportunity to assist with the achievement of SA Objective EC1 by creating good linkages between existing employment sites and the potential new residential community at York Northwest.

8.0 CULTURE AND TOURISM

- 8.1 This section of the Issues and Options document emphasises the important influences of culture and tourism on the built environment in York and the significant benefits they bring to the local economy. York has a strong existing tourist role and York Northwest offers the opportunity to build upon this role through the provision of further cultural facilities. The York Tourism Strategy identifies a need to promote York as an exemplar for sustainable tourism, enhance the existing attractions and seek new attractions and hotel accommodation.
- 8.2 One of the key issues raised in the Issues and Options document is the need to encourage growth in tourism and the opportunity exists to build upon the success of the National Railway Museum which is located within York Northwest. Appropriate and well planned development has the potential to assist with economic objectives such as encouraging more visitors to stay in the City in accordance with SA Objectives EN2 and EC3. However a growth in visitors potentially means a growth in vehicle numbers and this may lead to conflicts with SA Objectives EN4, EN5 and S6 unless measures are put in place to encourage visitors to travel to the city by public transport.
- 8.3 As well as an increase in the number of tourists visiting the city there is a desire to increase the length of time they stay in the city and the amount they spend during their stay. Day visitors put more pressure on infrastructure resulting in congestion and air pollution contrary to SA Objectives EN4, EN5 and S6. The provision of new hotels, cafes, restaurants and other cultural facilities could help meet sustainability objectives relating to the cultural heritage (SA Objective EN2) and encouraging visitors to stay longer will improve conditions for business success and encourage economic growth (SA Objective EC3). Measures need to be put in place to encourage longer stay visitors to use public transport during their stay within the city and an efficient network of pedestrian and cycle routes will assist with this in accordance with SA objectives S6 and S7.
- 8.4 The development of a 'cultural quarter' has been proposed in the Core Strategy and York Northwest has an important role to play in its success due to its location immediately adjacent to the railway station and the existence of the NRM which is already a major tourist attraction. As part of the development of the cultural quarter the Issues and Options document identifies the opportunity to improve linkages

between York Northwest and the existing historic centre. This would assist with the achievement of SA Objective S7 by enabling visitors to walk safely between these areas.

- 8.5 If the tourism potential of York Northwest is to be maximised it will be important that a high quality public realm including a number of attractive public spaces is created. This has the potential to enhance the setting of the existing listed buildings including the railway station in accordance with SA Objectives EN2 and S1 and to improve the perception of York as a high quality environment for businesses to locate in accordance with SA Objective EC3.
- 8.6 Whilst York Northwest is a new development it will be important to give due regard to the historic environment adjacent to the site as this is one of the keys to the success of York both as a tourist destination and as a place to live and work. It will be crucial that SA Objective EN2 is achieved in order to ensure that the quality built environment and cultural heritage are maintained and improved.
- 8.7 Options C1 and C2 relate to the possible locations for the development of a cultural quarter in York Northwest. Option C1 refers to the cultural quarter being centred around the National Railway Museum. This has sustainability benefits as it is within easy walking distance of other attractions in the City Centre and is located close to the railway station and hence offers the opportunity for visitors to arrive by public transport. It also offers the opportunity to enhance this important gateway to the City. This option therefore would assist with SA objectives S6, S7 and EN2. Option C2 suggests that in addition to developing cultural facilities adjacent to the NRM there is potential for the provision of new facilities around other key transport nodes within York Northwest, namely the proposed new rail halt (tram/train) at British Sugar. Since this area is detached from the other tourist facilities in the City there is less opportunity for linked trips and unless significant public transport improvements were put in place there is a danger of encouraging private car usage in conflict with SA Objective S6.
- 8.8 Options C3 and C4 relate to the provision of a high quality hotel (4 or 5 star) which has been identified as important in order to improve tourism and encourage people to visit and stay longer in the area, helping to meet economic objectives. This should help achieve higher economic returns (SA Objective EC3) without putting extra pressure on existing tourism destinations in and around the city. Option C3 suggests that York Central could accommodate a new high quality hotel. This location

addresses SA Objective S7 as it is within easy walking distance of the City Centre so that visitors are able to access all facilities on foot. However it would also encourage an increase in the number of visitors entering the city centre by car (contrary to SA Objective S6) as it is likely that guests would travel to the hotel by car. Option C4 would also be likely to result in guests travelling to the hotel by car (contrary to SA Objective S6) and unlike option C3 it is probable that many guests would use their cars on a daily basis to travel from the hotel into the city centre. In this respect Option C3 (York Central) is likely to be a more sustainable option for a hotel than C4.

- 8.9 The final option considered in this section is the development of a new pedestrian and cycle bridge link from York Northwest across the river to the City Centre. This could improve movement around the cultural facilities and hence improve residents' and visitors' experience of the historic city in accordance with SA Objectives EN2, S1 and S7. There would be some loss of open space on the northern bank of the river associated with the construction of a bridge and this might result in a conflict with SA EN3, however the sustainability and tourism benefits of a new pedestrian link would likely offset the loss of a small area of open space.

9.0 OPEN SPACE AND BUILT SPORTING FACILITIES

- 9.1 The provision of attractive open space and recreational spaces and sporting facilities are fundamental to the creation of sustainable settlements and the promotion of health and well being. This is particularly important in York Northwest where a new community will be created. The opportunity exists to make sure that all residents have easy and convenient access to these facilities. By careful planning it will be possible to achieve SA Objectives EN3, S1, S3, S6 and S7.
- 9.2 Existing open space is severely limited within York Northwest, comprising Millennium Green, the sports ground and a small area of conservation value within the British Sugar site. There is currently no public access to the open space within British Sugar, however, Millennium Green is a valuable local resource and in accordance with SA Objective S1 it will need to be protected or replaced as part of the development of York Northwest. The amount of new open space which will need to be provided will be dependent upon the amount of residential and employment development which is eventually brought forward on the site however in order to secure compliance with SA Objectives S1, S3 and S7 it will be important to take into account the findings of the Open Space, Sport and Recreation Study and the Open Space, Sport and Recreation Study for York Northwest.
- 9.3 In terms of sporting facilities, provision within York Northwest is also very limited. There is a small children's playground at Carlisle Street, the York Railway Institute and a sports field and club within British Sugar. It is possible that the Railway Institute facilities may need to be relocated to enable a new access point to be created to York Northwest. These facilities are all well used and hence will need to be replaced as part of the York Northwest development. The opportunity exists through this replacement and new provision to address SA Objectives S1, S3 and EC4.
- 9.4 In considering the location of new open space and sports facilities it will be important to maximise the use of facilities by the whole of the York Northwest community and to ensure that all sectors of the community are provided for. Scope also exists for new provision within York Northwest to help offset deficiencies in provision for the surrounding areas in accordance with SA Objective S1.
- 9.5 In addition to local sports facilities a need has been identified for a professional sports stadium to accommodate York City Football Club and the York City Knights. A range

of possible locations have been identified to accommodate this facility including York Northwest. The Issues and Options Paper identifies three possible locations within York Northwest for a stadium: adjacent to the railway station; at the northern end of British Sugar; and linked to a new district centre and rail halt within British Sugar. All these options could assist in the achievement of SA Objectives S1 and S3 however in sustainability terms there are problems with all these options.

- 9.6 Whilst Option O1 (adjacent to railway station) has the potential to encourage visitors to travel by public transport in accordance with SA Objective S6 it conflicts with SA Objective EN1 in that it takes up centrally located brownfield land which might better be used for a new commercial area to provide office and/or residential accommodation. It is located close to an area with air quality and congestion problems and large numbers of visitors arriving by car would be contrary to SA Objectives EN4 and EN5. The close proximity of this site to the historic core and listed railway station also offers the potential for conflict with SA Objective EN2.
- 9.7 Option O2 (northern end of British Sugar) has the benefit of avoiding the need for visitors to enter the City Centre and hence should not have any conflicts with SA Objectives EN2 and EN5. However this part of the York Northwest site is currently poorly served by public transport and so unless a new rail halt and public transport linkages were provided this option could conflict with SA Objective S6 by encouraging travel by private car.
- 9.8 The final option for the stadium (O3) is to be linked to a possible new District Centre on the British Sugar site. This offers the opportunity for shared facilities, such as cafes and retail which would maximise the efficient use of land in accordance with SA Objective EN1. However it could also create traffic congestion within a new District centre and may discourage the use of the centre by local residents on match days in conflict with SA Objective S4. It may also have a detrimental impact on the vitality and viability of existing local centres such as Acomb District Centre and surrounding local shops.

10.0 URBAN DESIGN

- 10.1 The importance of good design cannot be underestimated as it ensures attractive, usable, durable and adaptable places which together assist in achieving sustainable development. In York Northwest it is considered important to apply design principles which will result in a community which is well mixed, has well planned public spaces, is safe and accessible, supports the effective use of resources, addresses the needs of all members of society and which functions well and adds to the overall character and quality of the area. These objectives are highly compatible with sustainable development. In particular those issues relating to energy efficiency and more careful consideration of resource consumption matters, relate well to sustainability objectives and the goal of the City of York Council to reduce its ecological footprint. With the appropriate design principles in place it should be possible to secure compliance with SA Objectives H1, EN1, EN2, EN6, EN7, S1, S4, S5, S10 and EC4.
- 10.2 The first design issue which requires consideration is that of the historic context. Part of York Northwest falls within the Central Conservation Area and the area contains a range of important listed buildings. There is a need for new development to draw on the qualities of the historic environment but without trying to mimic them and to encourage high quality contemporary architecture and design which complements the historic fabric. If this is done successfully then it will be possible to maintain and improve the built environment in accordance with SA Objective EN2.
- 10.3 The Issues and Options document explains that sustainable design and construction techniques should also be encouraged within York Northwest. Development should minimise the use of non renewable resources during construction and minimise carbon and energy emissions. Furthermore, where possible development should meet defined sustainable construction methods such as those defined by the Code for Sustainable Homes and BREEAM tools. In this regard it should be possible to secure compliance with SA Objectives EN6 and EN7.
- 10.4 In terms of the built environment and public realm, the prominent location of York Northwest means that it will be important to ensure that all development on the site is of the highest possible quality. This includes the spaces between buildings as well as the buildings themselves. Consideration needs to be given to the framework of routes and spaces that connect locally and more widely and the way developments, routes and open spaces relate to one another. This will encourage people to walk between

developments in accordance with SA Objective S6 rather than using their cars. Creating an attractive public realm will also assist with improving the built environment and enhancing access to open spaces in accordance with SA Objectives EN2 and S1. The careful layout of buildings and design of public spaces to take into account the microclimate, including daylight, sunlight, wind and temperature, will assist in minimising the use of natural resources and hence accord with SA Objective EN6.

- 10.5 Finally the character and appearance of the landscape within York Northwest needs careful consideration to ensure that its design reflects the principles of sustainable development. Opportunities need to be explored to maximise the conservation value of existing features, waterways and ponds within the site in accordance with SA Objective EN3. In particular there is a need to have regard to the presence of ecologically sensitive species such as the mining bees within the British Sugar site to ensure that the requirements of SA Objective EN3 are fully met. By providing an attractive and well designed landscape it should be possible to create an attractive new community which will assist with the achievement of SA Objectives EN2, EN3, S1, S3 and EC3.

11.0 CONCLUSION

- 11.1 Overall the Issues and Options document for York Northwest contains many policy approaches that should help ensure that new development is compatible with the sustainable appraisal objectives.
- 11.2 The Issues and Options document considers a range of topics and sets out a range of possible approaches towards these topics. It is evident from the Sustainability Statement that further work is needed to assess the implications of a range of spatial strategies as in reality the impacts of individual policy decisions are not felt in isolation. For this reason, in determining the preferred option for development at York Northwest, it will be necessary to consider the cumulative impact of policy decisions. This will allow for further public discussion of alternative approaches, in line with proper plan making, and the sustainability appraisal of alternatives to help in the selection of the preferred options.

12.0 WHAT HAPPENS NEXT?

12.1 The Sustainability Appraisal (SA) process is one which gradually builds up the information and assessment process resulting in the preparation of a Final Report. The Final report will set out the baseline position and sustainability framework, assess the main issues and options and ultimately the preferred option. The main stages of the SA process run alongside the main stages in preparing a development plan document and are summarised below:

Stage in SA process	Stage in preparing DPD
Scoping Report	Evidence gathering to inform preparation of the document
Sustainability Statement	Consultation on Issues and Options
Draft Final Sustainability Appraisal Report	Consultation on Preferred Options document
Submission of Final Report to Secretary of State	Submission of document to Secretary of State

12.2 This document forms the Sustainability Statement and is being published alongside the Issues and Options document for the York Northwest Area Action Plan. The documents will be subject to public consultation for a period of six weeks beginning ___ until ___.

12.3 Please provide any comments that you have on this document by ___ to:

**York Northwest Team
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City Strategy
City of York Council
FREEPOST (YO239)
York
YO1 7ZZ**

Email: yorknorthwest@york.gov.uk

12.4 The responses from this consultation will be taken on board and will be fed into the preparation of the Preferred Options document. The draft York Northwest Area Action Plan DPD will be compiled for consultation purposes based on the preferred option. In parallel with this a draft full Sustainability Appraisal will be prepared which will provide a detailed assessment of the sustainability implications of the chosen option. This report will include a summary of the SA process (including scoping, identification of Issues and Options) and a detailed appraisal of the preferred option. Details will also be provided on possible mitigation and monitoring.

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Evidence Base Documents

The following evidence base documents have been summarised in the Baseline Report. The documents will be available to view in the Members Library and at 9 St Leonard's Place.

City Wide Evidence Base

Strategic Housing Market Assessment

This was produced by Fordham Research and considered by the LDF Working Group on 10th July 2007.

Open Space, Sport and Recreation Study (Stage 1)

This was produced by PMP consultants and considered by the LDF Working Group on 27th June 2007.

Local Transport Plan 2 (LTP2)

This was produced by the Council and approved by the Department for Transport in December 2006.

Stage One of the Employment Land Review

This was produced by consultants SQW and considered by the Local Development Framework Working Group on 10th July 2007. Stage Two of the ELR will complete the review the economic development within the City. As this has been an emerging document it has not yet been summarised in the Baseline Report.

Strategic Flood Risk Assessment

This was produced by York Consultancy (the Councils engineering consultancy) and considered by the Local Development Framework Working Group on 27th June 2007.

Annual Monitoring Report

This was produced by the Council and published in December 2006.

The following studies have been commissioned and are therefore not yet available.

Retail Study.

This work has been commissioned to be produced by GVA Grimley. It is anticipated that this will be available in the autumn of this year.

Housing Land Availability

This work is being produced by the Council. It is anticipated that it will be available in the autumn of this year.

Specific Studies to York Northwest

York Central: Transport Masterplan Study

This work was produced by Faber Maunsell specifically for the York Central site. It was considered by the Executive in January 2006 and should be read in conjunction with the report to the Executive.

Archaeological Study

This was produced by On Site Archaeology for the British Sugar site in May 2007.

Ecological Study

This was produced by Martin Hammond (wildlife consultant) for the British Sugar site in May 2007.

Invertebrate survey of the former railway sidings at the British Sugar site.

This was produced by Martin Hammond in May 2007.

Multi Disciplinary Engineering Study Feasibility Study

This was produced by Carl Bro on behalf of Yorkshire Forward for the York Central site in March 2006. It covered issues including, contamination, ecology and archaeology. The availability of this document is subject to the agreement of Yorkshire Forward and Network Rail.

British Sugar: SPMP First Phase Reporting

This was produced by environmental consultants Enviro on behalf of British Sugar for the British Sugar site in August 2006. It covers contamination issues in relation to an Integrated Pollution Prevention and Control permit.

The following studies are likely to be commissioned or, where indicated, work has commenced on them

- Open Space Audit of York Northwest (commissioned by PMP)
- Viability Appraisal (at the Preferred Option stage)