



Notice of meeting of

Local Development Framework Working Group

To: Councillors Steve Galloway (Chair), Potter (Vice-Chair), Ayre, D'Agorne, Merrett, Moore, Reid, Simpson-Laing, R Watson and Watt

Date: Tuesday, 15 July 2008

Time: 4.30 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. Minutes (Pages 3 - 8)

To approve and sign the minutes of the meeting of the Local Development Framework Working Group held on 3 June 2008.

3. 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 14 July 2008.

4. York Northwest Area Action Plan - Progress Report towards a preferred option (Pages 9 - 62)

This report outlines the progress of work on the York Northwest Area Action Plan and other planning and transport work being carried out. It outlines a revised vision, objectives and emerging spatial relationship, which has been developed from the work at the Issues and Options stage. A draft document plan for the Preferred Option Report is also outlined to indicate the structure of the report to be prepared.

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

Democracy Officers:

Name: Catherine Clarke and Louise Cook (job share)

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(If contacting us by e-mail, please send to both democracy officers named above)

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

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City of York Council

Committee Minutes

MEETING	LOCAL DEVELOPMENT FRAMEWORK WORKING GROUP
DATE	3 JUNE 2008
PRESENT	COUNCILLORS STEVE GALLOWAY (CHAIR), POTTER (VICE-CHAIR), AYRE, D'AGORNE, MERRETT, REID, SIMPSON-LAING, R WATSON, WATT AND I WAUDBY (SUBSTITUTE)
APOLOGIES	COUNCILLOR MOORE

1. DECLARATIONS OF INTEREST

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. No interests were declared.

2. MINUTES

RESOLVED: That the minutes of the meeting of the LDF Working Group held on 13 May 2008 be approved and signed by the Chair as a correct record.

3. PUBLIC PARTICIPATION

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

4. CITY OF YORK RETAIL STUDY 2008

Members considered a report which summarised the key findings and recommendations of the Retail Study for York commissioned by the Council in June 2007 from consultants GVA Grimley. The purpose of the study had been to provide a context for retail policies and proposals within the forthcoming Local Development Framework (LDF) for York, with particular reference to the amount of floor space to be allocated for future retail development.

The headline findings from the study were that York City Centre was essentially healthy and performing well but with a number of weaknesses that needed to be addressed. These included: lack of convenience offer in the city centre, lack of new and refurbished department store offer, and small format units not suited to modern retailing requirements. York city centre was also drawing a declining share of overall retail spending within its catchment area, with the prospect of further decline if nothing was done. The study forecast that there was capacity for significant additional retail

floor space in York in the period up to 2029 and went on to consider the best locations for meeting this extra demand.

Members received a presentation from a representative of GVA Grimley, outlining the methodology and sub-regional context of the study and providing details of the qualitative and quantitative assessments carried out and of the resulting recommendations regarding Convenience outlets and Strategy. During the discussion that followed, Members stressed the need to understand the wishes of York residents, with a view to ensuring that their custom was not lost to other retail centres, such as Leeds. Officers agreed to carry out further analysis to determine the shopping patterns of York residents. It was noted that a number of local shopping parades had been omitted from the study; however, these would be covered by an analysis of neighbourhood shopping provision currently being carried out by Officers.

RESOLVED: (i) That the publication of the City of York Retail Study as part of the LDF Evidence Base be endorsed, on the understanding that additional information requested by the Working Group may be published at a later stage and that the results of the analysis of neighbourhood shopping provision will be brought to the Working Group prior to publication of the preferred options.¹

REASON: To inform decisions on the policy options for retail for York as part of the LDF.

(ii) That it be agreed that authority be delegated to the Director of City Strategy, in consultation with the Executive and Shadow Executive Members for City Strategy, to make any necessary changes to the Retail Study arising from the resolutions of the Working Group, prior to its publication.²

REASON: So that any recommended changes can be incorporated into the Retail Study prior to its publication.

Action Required

- | | |
|--|----|
| 1. Publish the Retail Study | JB |
| 2. Make any incidental changes required. | JB |

5. LOCAL DEVELOPMENT FRAMEWORK: YORK CITY CENTRE AREA ACTION PLAN ISSUES AND OPTIONS

Members considered a report which invited them to comment upon the draft Issues and Options document for the York City Area Action Plan (AAP) and to recommend that the Executive approve publication of the document for consultation in July.

The draft document, entitled '*City Centre Area Action Plan – Issues and Options*', was attached as Annex A to the report, with a summary of the issues and options attached as Annex B. The AAP revolved around the

three 'key themes' of economic vitality, historic environment and community life. A vision for each key theme was set out at the start of the document, followed by a more detailed explanation of the issues and a series of questions posed along with options to deal with these issues. Also included was a section outlining five proposed 'Opportunity Areas' that could help deliver key elements of the city centre vision; namely, Castle Piccadilly, The Cultural Quarter, Gateway Streets, City Spaces and Riversides.

A presentation was received from the City Development Officer outlining the content and main issues in the AAP and progress made since consideration of the scoping report in December 2007, and detailing the key themes and their relationship to the 5 proposed 'Opportunity Areas' in the City. In response to questions from Members, it was confirmed that the information in Appendix A to the draft AAP (brief descriptive summaries of Character Areas) was similar to that expected to be included in the Historic Core Conservation Area Appraisal, to be presented to the Planning Committee at a later stage.

Members recommended the following amendments to the draft AAP at Annex A:

a) Section 2 – Vision for the City Centre:

- Under 'Vision for Community Life', include reference to disabled people

b) Section 6 – Key Theme 1: Economic Vitality

- Amend Map 1 to include hotels and offices on Stonegate and Piccadilly
- In 6.2, 3rd sentence, make it clear that the Future York Group report has not been adopted by the Council
- At the end of 6.8, remove the words '*for certain goods*'
- At the end of 6.26, remove the last phrase (from *although to capacity*) and replace with '*although these could be more challenging to deliver*'
- In Question 7, Option 1a), remove reference to the 5-7 pm period
- In 6.50, 2nd sentence, amend to read '*Toft Green / Blossom St area*'
- In Question 8, Option 2, add reference to Blossom Street area
- Re-phrase 3rd sentence of 6.64 (*'cross city journeys around the city'*)
- Expand on 6.80 to clarify
- Re-phrase 2nd sentence of 6.83 to clarify areas for improvement

c) Section 7 – Key Theme 2: Historic Environment

- Amend Map 5 to extend area and include more features
- In 7.15, change the picture illustrating 'badly designed areas beside river'

d) Section 8 – Key Theme 3: Community Life

- In 8.10, re-phrase 3rd bullet point to clarify that the Archbishop does not live in the City Centre
- Include reference to indoor sports and leisure facilities
- In 8.37, include reference to keeping walking routes safe at night
- Under 'Issue: Housing types', include families living in City Centre
- In 8.52, expand on reference to the 'living above the shop' scheme

e) Section 9 – The Opportunity Areas

- In 9.6, remove reference to individual properties

- Amend Gateway Streets so that they extend to key bus stops. In particular, Micklegate should be amended to include Blossom Street as far as the Odeon and Piccadilly to encompass part of Fishergate (Map 11 to be amended accordingly)
 - In 9.23, Table 3, amend entry for Stonebow / Peaseholme Green to include more buildings of interest in Peasholme Green
 - In 9.27, Table 5, include separate entries for St Sampson's Square and Parliament Street
 - In 9.27, include the same text under the illustration of King's Square as appears under the Exhibition Square illustration
- d) Sections 6, 7 and 8 – Question boxes
- Insert the words '*or mutually exclusive*' after '*exhaustive*' in the italic text at the end in each box, where appropriate
- e) Appendix A – Character Areas
- Include a question asking whether character areas reflect the current situation
 - Remove typographical errors from the map.

RESOLVED: That the Executive be recommended to:

- (i) Approve the draft Issues and Options document at Annex A and the Summary of Issues and Options at Annex B for public consultation, subject to the recommended changes as recorded above;¹

REASON: So that the City Centre Area Action Plan DPS can be progressed to its next stage of development, as highlighted in the Council's Local Development Scheme.

- (ii) Delegate authority to the Director of City Strategy, in consultation with the Executive Member and Shadow Executive Member for City Strategy, to make any incidental changes to the draft document and the Summary of Issues and Options document that are necessary as a result of the Working Group's recommendations.

REASON: So that the changes recommended as a result of discussions at this meeting can be made and the report progressed.

- (iii) Delegate authority to the Director of City Strategy, in consultation with the Executive Member and Shadow Executive Member for City Strategy, to approve the Sustainability Statement to accompany the Issues and Options document consultation.

REASON: So that the report and accompanying document can be progressed.

- (iv) Delegate authority to the Director of City Strategy, in consultation with the Executive Member and Shadow Executive Member for City Strategy, to approve a Consultation Strategy and promotional material.

REASON: To ensure that the proposed methods of consultation are satisfactory to Members.

Action Required

1. Refer draft AAP, and minutes of LDFWG, to Executive. JB

S F Galloway, Chair

[The meeting started at 4.00 pm and finished at 6.05 pm].

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Meeting of the Local Development Framework
Working Group

15 July 2008

Report of the Director of City Strategy

YORK NORTHWEST AREA ACTION PLAN

Progress Report towards a Preferred Option

Summary

1. This report outlines the progress of work on the York Northwest Area Action Plan and other planning and transport work being carried out. It outlines a revised vision, objectives and emerging spatial relationship, which has been developed from the work at the Issues and Options stage. A draft document plan for the Preferred Option Report is also outlined to indicate the structure of the report to be prepared. Members are asked to note the progress to date. Members are also asked to comment on the vision and objectives, the emerging options to be taken forward, the emerging spatial relationships and spatial themes.

Background

2. The Area Action Plan (AAP) for York Northwest will be one of a suite of Development Plan Documents in the Local Development Framework. The AAP will be used to guide and control the development of this major area of change. The timetable for preparation of the AAP was agreed at a meeting of the Executive on 27 February 2007 and has been incorporated into the Local Development Scheme (LDS).
3. At a meeting of the Executive on 25th September 2007 Members agreed an Issues and Options Report on which public consultation took place between November 2007 and January 2008. At the meeting of this group on 13th May this year Members noted the comments received on the Issues and Options documents and agreed these would inform the next stage of work. A 3 stage program of work for the development of the Preferred Options was also agreed.

Progress Report

Evidence Base

4. A significant range of evidence base documents have been produced to inform LDF documents, including the Core Strategy and the York Northwest Area Action Plan. Recently the city-wide Retail Study prepared by GVA Grimley was received and endorsed by Members on 3rd June. Work on the second stage of the Employment Land Review by consultants Entec is on programme and it is

expected that this will be presented to Members in September this year. This report will include a section specifically on York Central and a Central Business District. It will also inform the type and quantum of employment land to be provided at York Northwest and is an important study informing the work on the preferred option. The city-wide Open Space, Sport and Recreation Study is also nearing completion and a report on this is expected to be brought to Members of the LDF Working Group in the near future. A specific York Northwest Open Space Study which will give a more detailed analysis of open space provision for York Northwest is being prepared. This will be finalised once the city-wide approach is agreed.

5. Progress is also being made in relation to the Council's transport model and a transport strategy. Officers have been working with the development partners to progress this. A joint collaborative transport group comprising representatives of the Council, York Central Task Group, Associated British Foods and transport consultants Halcrow and Faber Maunsell has been set up. The first meeting was held on 10th June. The aim is to prepare a Transport Strategy which clearly sets out transport principles for development. This will provide a framework within which all the different parties can work and identify timescales in which new infrastructure needs to be provided. A transport apportionment tool is also being developed to identify developer costs for the package of infrastructure required. The work is being led by the Council and undertaken by the Council's transport framework consultants, Halcrow.
6. A feasibility study for Tram-train has been produced by consultants Arups. Commissioning partners (including the Council) are meeting later this summer to agree the next steps. Other transport initiatives (including the Access York Major Scheme bid and Cycling Demonstration Town Status) are also being progressed which could assist in the funding and delivery of the Area Action Plan.

Regional Spatial Strategy

7. The Regional Spatial Strategy was formally adopted in May this year and is part of the statutory development plan for York. York Northwest is recognised as a 'regionally significant investment priority' for the Leeds City Region and the York sub area within the policies of the RSS.

Local Development Framework

8. The Issues and Options document for the Allocations DPD has recently been the subject of public consultation. Representations have been received for the inclusion of a number of sites within or in close proximity to the York Northwest area as potential land allocations. The following sites have been suggested for residential development
 - Former civil service sports ground
 - West View Close (adjacent to the civil service sports ground)
 - Cemex site
 - Keyland site, Carlisle Street
 - Thrall site
9. Consideration will therefore need to be given as to whether they will fall within the AAP boundary. Work on the boundary is therefore, being progressed and will also need to take into account transport links/access points into the area.

10. The Issues and Options report for the City Centre Area Action Plan was agreed by Executive on 17th June, subject to the recommendations of Members of this Group, for public consultation to commence in July.

Specific Consultees

11. Ongoing meetings have been held with specific consultees, including the Environment Agency, Yorkshire Water and Public Utilities to ensure their involvement at all stages of the process so that any matters are considered and addressed as work progresses. Additionally meetings are to take place with the Primary Health Care Trust, English Heritage, Natural England, Sport England and the Highways Agency. Internal meetings have also been held with Education.

Stakeholder Activity

12. York Central landowners, Network Rail, the National Museum of Science and Industry and the Regional Development Agency, Yorkshire Forward, have been seeking approval from their various boards to enable the site to be marketed. It is hoped that a developer will be appointed early next year. To enable the York Central site to be marketed the landowners and their consultants have been developing their own development framework and appraisal work which will be incorporated in the marketing information to be released shortly.
13. Work is progressing to demolish the British Sugar factory with these works due to be completed by the end of the year. Masterplanning work is being progressed by consultants working on behalf of Associated British Foods (the parent body of British Sugar) and regular liaison meetings with the consultants are now taking place to ensure communication with the delivery parties.

Preferred Option Work

14. As outlined in the report to Members on 13th May, progress has been made on the 3 main areas of work, information analysis, development of conceptual options and preparation of the Preferred Option report.

Vision

15. A draft vision was prepared for the Issues and Options report for public comment:

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

16. Whilst there was a reasonably high level of support for this draft vision feedback suggested that it should be refined and simplified and should reflect the specific purpose of the sites within the area. Support was registered for the themes of quality, sustainability, integration, innovation, vitality and quality of life. It is proposed that these six themes are taken forward in the revised vision set out in paragraph 19 below.

17. Guidance on the content of plans has recently been issued by the Department of Communities and Local Government (Spatial Plans in Practice) and by the Planning Advisory Service (Plan Manual). The guidance outlines several key components for a Vision, including, being positive, realistic and inspirational, distinctive and capturing the distinctiveness of place. It is suggested that the Vision should also bring together the spatial aspects of other relevant visions.
18. In preparing the revised Vision for York Northwest the research outlined in a workshop event 'The Importance of Vision' (2008) has also been considered. This emphasised the importance of graphic images to convey a more powerful and lasting impression than words.
19. Taking into account the above the following revised Vision is suggested. It is suggested that the vision is part of an overall package of aspirations for the YNW area which includes strategic objectives and spatial objectives which are outlined in paragraphs 21 and 22 below.

"York Northwest in 2026 will be

...a distinctive place of outstanding quality...

... well connected with the city and wider region...

...contributing to the economic prosperity of the city....

...a vital and innovative addition to York..

..fostering new sustainable communities and enhancing quality of life"

20. The aim is to present the Vision in a visual and colourful interpretation of the aspirations for the area and to involve the community in developing this through a community arts project. The vision would be given more specific context in the explanatory text within the document.

Objectives

21. A total of 13 objectives for the AAP were put forward in the Issues and Options report. The public consultation feedback outlined to Members in May identified that the objectives would need to be refined for this next stage of the plan to differentiate between the higher level strategic objectives and the specific site related objectives. In taking this forward three overarching strategic objectives have been developed within the context of the Vision:

Strategic Objectives

1. To create new sustainable and inclusive communities.
2. To ensure the new communities and development are fully integrated with existing communities.
3. To maximise a unique opportunity to contribute to the overall economic prosperity of the city.

22. In addition to the above, a number of spatial objectives have also been developed to reflect a more focused approach:

Spatial Objectives

1. To create new vibrant mixed neighbourhoods which assist in meeting the housing needs of York.
 2. To create a mixed use urban quarter providing a complimentary range of uses to the City Centre, including a central business district, retail, leisure and residential uses, focussed around high quality public realm.
 3. To create culture and leisure facilities which complement and expand York's regional, national, and international cultural offer.
 4. To create connections with the City which prioritise sustainable modes of transport, including a new public transport interchange.
 5. To create a new employment area which provides for future employment needs whilst maximising proximity to strategic transport infrastructure.
23. Members are asked to consider the above vision, strategic and spatial objectives for the Area Action Plan which, if agreed, will be taken forward and outlined in the Preferred Options for the Core Strategy.

Option Evaluation

24. The information analysis stage includes evaluation of the options contained within the Issues and Options report to enable judgements to be made on which options should be taken forward and analysed further. There is a need to show a clear trail of assessment in the weighing of options put forward (Planning Inspectorate 2007). To evaluate the options a set of criteria has been produced. These relate to the test of soundness outlined in Planning Policy Statement 12. The criteria used and the methodology for this is attached in Appendix 1. The full assessment of all options will be included as a background report to the Preferred Option Report.
25. There are 58 options in the Issues and Options Report, of which 34 options relate to transport. Full evaluation of the transport options will only be possible once the transport modelling/testing phase of the evidence work is completed. The evaluation work outlined in this report therefore considers the work to date on the other 24 options. One additional option for an alternative location for a new transport interchange at the Royal Mail site emerged from the Issues and Options consultation and will also be subject to evaluation.

Sustainability Appraisal

26. Whilst not a statutory requirement at this stage, a high level Sustainability Appraisal (SA) has been undertaken for each option, assessing them against the 24 objectives approved by members in the SA scoping report. A summary of this appraisal is attached in Appendix 2. The main points arising from the appraisal have been considered as part of the evaluation criteria outlined

above. A full technical SA will accompany the preferred options document and will consider, amongst other issues, the cumulative impacts of options, whether these impacts are short medium or long term, and potential mitigation measures.

27. It should be recognised that the evaluation process, including the SA appraisal work, outlined above is work in progress and will not be completed until all evidence base work, including financial appraisal work has been carried out. From the evaluation work carried out to date a number of options have emerged as best meeting the assessment criteria, as listed below. The other options have not as yet been rejected and conclusions will only be drawn once all the information for assessment is in place. Other options may therefore come forward as a result of this process and additionally ones which represent a refinement of existing options.
28. Suggested options to date to be carried forward:
 - E1: B1 (offices) use at York Central
 - E6: B8 (storage and distribution) use at British Sugar
 - H2: Higher density housing included within a mix of uses, close to public transport interchanges, with medium density housing further from these facilities.
 - H3: Housing mix in accordance with HMA
 - S3: 2 Local Centres
 - S5: Comparison retailing at York Central
 - C1: Cultural quarter at NRM linked to museum gardens/Minster
 - C3: 4/5* hotel at York Central
 - C5: Pedestrian/cycle bridge across the river
29. It is proposed that work on these options are progressed within the next stage, conceptual options. An example of an evaluation assessment on one of the above options is attached within Appendix 1.

Emerging Spatial Relationships

30. The strategic and spatial objectives outlined above together with the work undertaken on the information analysis have been translated into an emerging spatial arrangement plan within the York Northwest area. This is outlined in Appendix 3 as 'Emerging Spatial Relationships' for consideration by Members. As yet this plan does not include the main transport infrastructure links which will be incorporated as work progresses. In addition, work on a green infrastructure strategy for the area which integrates with existing green networks is also being progressed and will also need to be included in developing the plan further. The arrangement presented may need to be refined as work goes forward for example to take into account further sustainability and transport appraisal work, timescales and viability assessment, including phasing.

31. The spatial arrangement comprises a number of sub areas which relate to the spatial objectives. The objective for the particular area indicated would be the primary role of the sub area, although a mix of uses would be likely to be promoted. From these objectives draft detailed policies would be developed to outline the range of uses acceptable and the development parameters sought.
32. Site specific circumstances have been used to guide the arrangement of objectives within the area. The mixed use urban quarter is shown adjacent to the station area/city centre to reflect national guidance on the location of the uses likely to comprise this area. The cultural and leisure facilities are centred around the existing NRM facilities in close proximity to the station/city, to maximise connections with sustainable transport connections and the existing cultural facilities in the city centre. The new employment area is shown to be adjacent to existing commercial uses to the north of the area. The remaining areas are identified for mixed neighbourhoods which would integrate with the existing surrounding residential areas.
33. The next stage of work will be to establish the scale and quantum of development appropriate for each sub area. This will involve testing of scenarios through the transport model and a viability assessment. The intention is to engage specialist consultants to carry out the viability assessment work. It is likely that a number of scenarios will need to be tested.

Preferred Option development

34. Scoping of other emerging Area Action Plan documents has been undertaken to establish emerging best practice in plan preparation, including Plymouth, Redbridge, Hambleton, Doncaster and Chelmsford. It is clear that the format and style of documents varies considerably. The draft document plan for the Preferred Options of York Northwest, attached in Appendix 4, is therefore individual to this Area Action Plan.
35. It is clear from the scoping work that there needs to be a clear correlation between the Community Strategy, Core Strategy and the Area Action Plan. The diagram at Appendix 5 illustrates the linkages with the Themes/Ambitions within the Community Strategy and the suggested Area Action Plan Spatial Objectives/Themes.
36. The draft document plan (attached in Appendix 4) outlines the anticipated format and content of the document. It is suggested that broadly, the plan will be in two parts: firstly, following spatial themes which will be overarching throughout the area; and secondly, developing a spatial strategy to give spatial direction to the development of the area. This links in with the emerging spatial arrangement work outlined in the previous section of this report. A diagram to summarise the relationship between the documents and objectives is set out in Appendix 6.
37. A more spatial thematic approach is followed in the proposed Preferred Options document than had previously been taken in the Issues and Options document. This reflects the latest guidance on the format and structure of plans set out in

guidance and follows advice from the Government Office. The suggested spatial themes and topic areas to be covered are,

Economic Prosperity: Employment; Tourism; Retail (comparison) and Skills/Training.

Creative and Inclusive Communities: Housing; Culture; Open Space and Built Sporting Facilities; Social Infrastructure (including Education and Health and convenience Retailing)

Movement and Connections: Transport/Accessibility and Green Infrastructure

Quality Environment: Historic City; Urban Design; Air Quality; Flooding; Resources

38. Detailed policies would be outlined for both the spatial themes and the spatial strategy sub areas. The spatial theme policies will be effective throughout the Area Action Plan area.
39. The delivery and Implementation sections of the Preferred Options document will be developed in the light of the viability work undertaken and the partnership approach being progressed.

Options

40. There are two options available in respect of this report

Option 1: To proceed with the work on the basis of the vision, objectives, themes, suggested options and spatial relationship outlined above.

41. The approach outlined in this report is based on analysis of options to date, government guidance/ national planning policy, informal advice from the Government Office and lessons learnt from other emerging and adopted Area Action Plans. It is considered to be the best approach in taking the work forward and achieving a sound plan at Public Examination. Agreement to the recommendations outlined will allow work to progress on the Preferred Option stage of the process.

Option 2: To request an alternative approach in progressing towards submission of the Area Action Plan.

42. An alternative approach may prejudice the requirements necessary to the production of a sound Area Action Plan in conforming to the requirements of the Planning and Compulsory Purchase Act 2004 and any further work may result in delays to the timetable for the Area Action Plan agreed in the Local Development Scheme.

Next Steps

43. If the matters outlined in this report are agreed by Members work will be progressed on developing a Preferred Option with associated background work including viability testing, transport work and sustainability appraisal. It is

anticipated that a report will be brought back to Members in November/December this year with a draft Preferred option report for public consultation. As requested by Members in May a draft Consultation Strategy will be developed and presented to Members in October this year for comment prior to consultation commencing early next year.

Corporate Priorities

44. 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

45. Implications are as listed below:
- **Financial** None.
 - **Human Resources (HR)** None
 - **Equalities** None
 - **Legal** None
 - **Crime and Disorder** None
 - **Information Technology (IT)** None
 - **Property** None
 - **Other** None

Risk Management

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

Recommendations

47. Members are asked to:

- 1) Note the progress on the Area Action Plan to date

Reason: To ensure that the Area Action Plan can be progressed, in accordance with the Local Development Scheme.

- 2) Comment on the vision, objectives, spatial relationship/thematic approach and options to be progressed in the development of the Preferred Option stage of work.

Reason: To ensure that Members views are included in the production of the Preferred Option.

Contact Details

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York Northwest Project Officer

Report Approved**Date**

2.7.08

Ben Murphy Tel: (01904 551415)
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City Strategy

Specialist Implications Officer(s): None

All

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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 13th May 2008
Report to Executive, 27 February 2007

Appendices

Appendix 1: Evaluation Methodology and Assessment of Options
Appendix 2: Sustainability Appraisal Summary Report
Appendix 3: Spatial Relationship Plan
Appendix 4: Draft Document Plan
Appendix 5: Overarching Strategies Diagram
Appendix 6: Document Structure

APPENDIX 1

EVALUATION METHODOLOGY AND ASSESSMENT OF OPTIONS

Methodology for Assessment

“At examination, LPA’s will need to show a clear trail of options generation, appraisal selection or rejection and the role that Sustainability Appraisal and community engagement have played in this process” The Planning Inspectorate, June 2007.

Methodology

A robust appraisal framework must be developed in order to establish those options most appropriate to be developed in more detail into a preferred options document. This appraisal needs to be both rigorous and consistent and applied to each option. This approach is supported in the guidance produced by PAS, ‘LDF, options generation and appraisal’ March 2008.

The filtering criteria developed for York Northwest include tests suggested in the PAS guidance, with sustainability appraisal, community engagement and reasonableness taken into account. Whilst the ‘sifting’ of options through the evaluation process allows for the rejection of some from further analysis, guidance emphasises that consultees may still debate these options at the preferred option stage, and a different approach may be taken.

Criteria

Ten criteria have been selected to assess the options. These all relate to the ‘tests of soundness’ outlined in PPS12 and the emerging tests outlined in the draft replacement PPS12.

Criteria 1

Contribution to overall vision and key objectives

This relates to the vision for the AAP which is within the framework of the overall vision for the city outlined in the core strategy. Test 6: strategies are coherent and consistent with DPD’s

Criteria 2

Consistency with Community Strategy/Local Area Agreement

This relates to the 5th test and the need to be in synergy with the direction of the overall strategy for the City.

Criteria 3

Regional and National Guidance

This relates to the 4th test and the need to be in accordance with the Regional Spatial Strategy and Planning Policy guidance and other relevant plans and strategies.

Criteria 4

Consultation Response

This relates to the 2nd test and the feedback from the consultation received on the Issues and Options Report.

Criteria 5

Sustainability Appraisal

This relates to the 3rd test. This includes appraisal in terms of the social, environmental and economic effects of each option.

Criteria 6

Community benefits

This relates to the 7th and 5th tests. It considers the opportunities each option brings for the delivery of community facilities and infrastructure.

Criteria 7

Evidenced approach

This relates to the 7th test and the background circumstances to the particular option. If evidence base documents have been produced, regard will be given to the outcomes of this.

Criteria 8

Viability

This relates to the 8th test and the need to ensure that the option could have a reasonable chance of being achieved in financial terms. Where financial costs of the options have been established this will be highlighted.

Criteria 9

Deliverability

This relates to the 8th test and an assessment of whether it is likely that the option could be implemented.

Criteria 10

Flexibility

This relates to the 9th test and deals with the possible alternatives to the option should circumstances change.

Evaluation

Following assessment of the criteria an evaluation is made as to the implications of the issues raised and how this would affect the implementation of the option. The criteria are not scored but an overall assessment is made in the conclusion as to the merits of the option being considered.

Example assessment of option

Option C5: Develop a new pedestrian and cycle bridge link across the river
Criterion based Evaluation

Criteria	Assessment
Consistent	
1) Contribution to AAP vision and strategic development objectives	<p>The option would provide an excellent sustainable form of achieving a high level of integration with the city centre.</p> <p>The option would link the development to the city centre facilitating vitality, and would promote walking and cycling, which have quality of life benefits as healthy modes of transport. A high quality and innovative design solution could be pursued.</p>
2) Consistency with community strategy/local area agreement/core strategy and other key strategies	<p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to the city centre a integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>A second round of Core Strategy Issues and Options consultation was undertaken by the Council between September and October 2007, and the Preferred Options document is currently in the very early stages of development. Notwithstanding this, York Northwest is identified in the Spatial Vision diagram as a large brownfield development opportunity. Furthermore, all of the Core Strategies spatial strategy options prioritise Yorks main urban area as a principal focus for growth – something that was maintained in consultation responses, and which this option would support. In addition, the Issues and Options 2 paper sets out a variety of spatial priorities for improved tourism offer, of which creating better linkages between key attractions and sites was a favoured approach. The option would support the Core Strategy approach in this respect, through providing facilities linking the existing minster area and national rail museum</p>
3) Regional and national guidance	<p>PPS1 highlights the need for inclusive, accessible development in achieving sustainable communities. PPS6 recommends that extended town centres should be integrated with the existing centre both in terms of design and to allow easy access on foot. The good practice guide on tourism recommends that facilities are integrated with their surroundings in terms of design and layout, and that they are located to maximise synergies with other attractions.</p>

	RSS policy E2 promotes environmental enhancements and accessibility improvements to create a distinct attractive and vibrant sense of place for city centres. Policy YH7 requires that development maximises accessibility by cycling and walking.
Justified	
4) Consultation response	<p>Accessibility and integration with the city centre was seen to be of critical importance. The concept of a well-designed pedestrian/cycle bridge linking York Central to the city centre and the Ouse was strongly supported. The potential to use platform 4 at the station as part of a new route was suggested. The opportunities for a 'riverside corridor' and for river transport between YNW and the city centre were also noted.</p> <p>In the representations received this option was seen as highly desirable. Enhanced daytime and evening activity with improvements to Scarborough Bridge were also mentioned. The flooding risks and impact on flow rates were highlighted as issues to be addressed in any new structure. Quantitative feedback from workshops shows over 80% in support of this option.</p>
5) Sustainability appraisal	<p><u>Key Positive Effects</u></p> <ul style="list-style-type: none"> • Option could provide a more attractive link between the NRM/Railway Station and Museum Gardens/City Centre • Will enhance York's pedestrian and cycle network which may encourage use • Will integrate York Central with the city centre <p><u>Key Constraints and Uncertainties</u></p> <ul style="list-style-type: none"> • May have impact on flooding and river flow rates depending on bridge design – would need to make sure that flood risk was not increased and that the existing flood storage area was not reduced and flood flow routes are not compromised • Erection of a bridge would potentially result in the loss of open space on the northern bank of the river <p><u>Key Opportunities and Enhancements</u></p> <ul style="list-style-type: none"> • If well-designed bridge then could act as an attraction in itself • Could create an opportunity to create a new cultural trail • Opportunity should be considered to review lighting and pedestrian facilities along the riverside to enhance safety and increase riverside activity in the daytime and evening

6) Community benefits	Increased accessibility between attractions would be of benefit to the community and the option would facilitate increase tourism activity in York, with benefits to the local economy and therefore local communities. The high cost of implementing this option may result in reduced levels of developer contribution toward other community facilities.
7) Evidenced approach	LTP2 identifies a pedestrian/cycling bridge across the Ouse adjacent to Scarborough bridge as a scheme which, if additional funding is available, would be progressed. It is identified as a longer term measure (2011 to 2021) in the actions for the plan. Recently this bridge has been included as an objective within the Cycling Demonstration town bid document 2008 and identified as one of the missing links on the Haxby to York Station north/south cycle route. Due to the timescales for the implementation of schemes and the dependency on developer contributions as part of the overall funding package it is unlikely that the monies approved will include funding for the bridge. However, it is possible that funding could be available for feasibility work to be progressed on this.
Effective	
8) Viability	<p>High level viability assessment work will be undertaken on production of composite development scenarios. These will be produced once the evidence base is complete, which will inform the scale and quantum of development in the composite scenarios to be tested.</p> <p>Notwithstanding this, currently the option is considered to be likely to have a medium impact in terms of viability due to positive effects of attracting footfall, balanced against cost of provision.</p>
9) Deliverability	Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Any possible impact on Museum Gardens, a historic park/ garden and scheduled ancient monument, would need careful consideration. Phasing would have to have regard integrating the development with the city centre at an early stage.
10) Flexibility	This option may not prejudice flexibility. The option is not prescriptive in terms of the location of any new link and alternative locations could be considered should circumstances change. The provision of a new link would allow for more flexibility in terms of the range of uses which could be considered due to the increased connectivity with the city centre.

Evaluation	<p>This option would result in significant improvements in accessibility between YNW and the city centre. As such it is fundamental to the vision for the area and its strategic objectives. It would also be in accordance with the community strategy and emerging core strategy and would conform with regional and national policy. Accessibility and integration with the city centre was seen to be of critical importance in the public consultation with strong support for this option. Positive sustainability effects are identified with this option although some issues relating to the river are identified. Community benefits would arise from this option although further viability analysis will be needed on production of composite development scenarios. Deliverability and flexibility are not felt to be prejudiced in taking this option forward at this stage. From this analysis this option would meet the majority of the criteria and is considered to be an appropriate approach to take forward in the Preferred Options for further analysis.</p>
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APPENDIX 2

SUSTAINABILITY APPRAISAL SUMMARY REPORT

Appraisal of Initial Options for York Northwest
SA Summary Appraisal

The 58 options presented in the York Northwest Issues and Options paper underwent, as part of their criteria based evaluation, high level sustainability appraisal, resulting in the production of the appended initial appraisal statement. The statement highlights key outcomes of high level appraisal against the 24 sustainability objectives approved by members in the Sustainability Appraisal Scoping Report. Undertaking the work at this stage is not a statutory requirement, and represents the councils commitment to embed sustainability principals at all iterative stages of the plan making process. A full statutory sustainability appraisal of detailed composite options will be undertaken to accompany the York Northwest Area Action Plan Preferred Options Report, and will examine in more technical detail the short, medium and long term implications of options, their cumulative effect and issues such as mitigation.

Option E1 (Offices, Research & Development and light industry at York Central)

Key Positive Effects

- Efficient use of brownfield land
- Potential to create public open space to act as focus for the new office area and the adjacent tourism uses
- Large workforce could be located close to major public transport hub (York Railway Station) and within walking distance of the city centre reducing the need to travel by private car
- Good access to the city centre and its facilities for the workforce should encourage walking and cycling
- Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills
- Attractive location for businesses who want to be located close to the city centre and major transport network
- Promote investment, increase high growth business sectors, encourage Science City and potential to strengthen regional growth

Key Constraints and Uncertainties

- Impact of this option on the quality of the built environment and the cultural heritage of York will depend on the location, scale, design, construction and operation and is difficult to anticipate effects at this initial stage
- Risk that traffic congestion could increase in the city centre if employees cannot be encouraged to travel to work by sustainable means
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered
- Depending on the scale of development it may compete with the city centre office space and could lead to empty units and reduced rents in the city centre

- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation

Key opportunities and Enhancements

- Opportunity for development at this site to be ecologically pioneering and at forefront of good practice. Opportunities such as low carbon construction, live-work units and good, safe linkages to local facilities and services
- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses
- Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM
- Employment development at York Central should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses
- Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs

Option E2 (General Industrial Uses at York Central)

Key Positive Effects

- Large workforce could be located close to a major public transport hub (York Railway Station) and within walking distance of the city centre reducing the need to travel by private car
- Central location will provide good access to the city centre and its facilities and encourage walking and cycling
- Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills
- Attractive location for businesses who want to be located close to the city centre and major transport network

Key Constraints and Uncertainties

- B2 uses require a higher level of land take in relation to the number of jobs and therefore would not maximise the use of this central brownfield site
- B2 uses are more likely to have a detrimental effect on the appearance of the area and the quality of the built environment. This area acts as a gateway into York City Centre and this option could adversely impact the views of the Minster and other key buildings
- Could lead to an unacceptable increase in HGV's and cars into the city centre which would exacerbate congestion and air pollution and noise levels
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered
- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation

Key Opportunities and Enhancements

- Opportunity for development at this site to be ecologically pioneering and at forefront of good practice. Opportunities such as low carbon construction, live-work units and good, safe linkages to local facilities and services
- Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM
- Employment development at York Central should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses
- Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs
- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses

Option E3 (Storage and Distribution Uses at York Central)

Key Positive Effects

- Large workforce could be located close to a major public transport hub (York Railway Station) and within walking distance of the city centre reducing the need to travel by private car
- Central location will provide good access to the city centre and its facilities and encourage walking and cycling
- Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills
- Attractive location for businesses who want to be located close to the city centre and major transport network

Key Constraints and Uncertainties

- Likely to have detrimental effect on eco-footprint of York due to potential traffic volume, large amounts of space required and congestion and air pollution impacts
- B8 uses require a high level of land take in relation to the number of jobs and therefore would not maximise the use of this central brownfield site
- B8 uses are more likely to have a detrimental effect on the appearance of the area and the quality of the built environment. This area acts as a gateway into York City Centre and this option could adversely impact the views of the Minster and have an adverse impact on the setting of surrounding listed buildings
- Could lead to an unacceptable increase in HGV's and cars into the city centre which would exacerbate congestion and air pollution and noise levels
- Potential detrimental impact on amenity of surrounding uses particularly residential and culture/tourism uses
- Less opportunity for the creation of public open space
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered
- Road access to the site is unlikely to be good enough for warehousing and general industry
- High land take of B8 uses would not maximise the number of employment opportunities provided

- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation

Key Opportunities and Enhancements

- Opportunity for development at this site to be ecologically pioneering and at forefront of good practice. Opportunities such as low carbon construction, live-work units and good, safe linkages to local facilities and services
- Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM
- Employment development at York Central should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses
- Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs
- Potential to link more sustainable transport such as rail freight and electronic transshipment

Option E4 (Offices, Research & Development and light industry at British Sugar)

Key Positive Effects

- The British Sugar Site is located within flood zone 1 (little or no risk)
- Site is located close to a residential area and could therefore be accessed by the surrounding community on foot, cycle or by public transport
- Potential of linking the site to more sustainable transport such as through the potential tram-train and/or proposed new Park and Ride
- Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills

Key Constraints and Uncertainties

- The sustainability benefits of this options in relation to access to open space and key local facilities and services are dependent on whether a district or local centre is developed at British Sugar
- Risk that traffic congestion could increase in the city centre if employees cannot be encouraged to travel to work by sustainable means
- Office buildings could be out of scale with the surrounding residential area
- Unlikely to meet the needs of businesses for whom a location close to a major railway station is a priority. This could be mitigated against if a tram-train halt can be provided within the site
- The suburban location may not meet the demand for city centre office accommodation
- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation

Key Opportunities and Enhancements

- Opportunity for development at this site to be ecologically pioneering and at forefront of good practice. Opportunities such as low carbon construction, live-work units and good, safe linkages to local facilities and services
- Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM
- Opportunity to provide B1 uses linked to a new district or local centre to maximise job opportunities and create a new community focus/heart
- Employment development at British Sugar should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses
- Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs
- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses

Option E5 (General Industrial Uses at British Sugar)

Key Positive Effects

- The British Sugar Site is located within flood zone 1 (little or no risk)
- Site is located close to a residential area and could therefore be accessed by the surrounding community on foot, cycle or by public transport
- Potential of linking the site to more sustainable transport such as through the potential tram-train and/or proposed new Park and Ride
- Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills
- Potential to replace jobs lost at British Sugar plant with similar jobs

Key Constraints and Uncertainties

- B2 uses could require a higher level of land take in relation to the number of jobs they create and not maximise the use of a brownfield site
- B2 uses are more likely to have a detrimental effect on the appearance of the area than other uses. Depending on the location within the British Sugar site this option has the potential to have a detrimental impact on the surrounding residential area
- B2 uses at British Sugar could lead to an unacceptable increase in HGV's and cars in the surrounding area which would in turn exacerbate traffic congestion and air pollution problems
- The sustainability benefits of this options in relation to access to open space and key local facilities and services are dependent on whether a district or local centre is developed at British Sugar
- Risk that traffic congestion could increase in the surrounding area if employees cannot be encouraged to travel to work by sustainable means
- British Sugar may be less attractive for businesses wanting to locate close to the city centre
- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation

Key Opportunities and Enhancements

- Opportunity for development at this site to be ecologically pioneering and at forefront of good practice. Opportunities such as low carbon construction, live-work units and good, safe linkages to local facilities and services
- Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM
- Employment development at British Sugar should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses
- Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs
- Potential to complement existing and proposed uses at York Business Park

Option E6 (Storage and Distribution Uses at British Sugar)

Key Positive Effects

- The British Sugar Site is located within flood zone 1 (little or no risk)
- Site is located close to a residential area and could therefore be accessed by the surrounding community on foot, cycle or by public transport
- Potential of linking the site to more sustainable transport such as through the potential tram-train and/or proposed new Park and Ride
- Potential to distribute goods via rail using the Freight Avoidance Line
- Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills
- Potential to replace jobs lost at British Sugar plant with similar jobs

Key Constraints and Uncertainties

- Likely to have detrimental effect on eco-footprint of York due to potential traffic volume, large amounts of space required and congestion and air pollution impacts
- B8 uses require a high level of land take in relation to the number of jobs and therefore would not maximise the use of this brownfield site
- B8 uses are more likely to have a detrimental effect on the appearance of the area and the quality of the built environment.
- Could lead to an unacceptable increase in HGV's and cars in the surrounding area which would exacerbate congestion and air pollution and noise levels
- Potential detrimental impact on amenity of surrounding uses particularly residential
- Less opportunity for the creation of public open space
- High land take of B8 uses would not maximise the number of employment opportunities provided
- The biodiversity value of the site will need to be considered in evaluating any development proposal.

Key Opportunities and Enhancements

- Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM

- Employment development at British Sugar should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses
- Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs
- Potential to complement existing and proposed uses at York Business Park
- Potential to distribute goods via rail using the Freight Avoidance Line

Option H1 (Higher density closer to the centre and medium density at the fringe)

Key Positive Effects

- Provision of higher density housing close to the city centre, a major public transport node and existing services is an efficient use of brownfield land
- Providing higher density housing adjacent to a major public transport hub promotes sustainability in line with national guidance
- The creation of high quality open space throughout the development is important. The objective should be to maximise open space provision and continuous area of green infrastructure/green corridors to promote wildlife and biodiversity
- New residents would be located close to a major public transport hub (York Railway Station) and within walking distance of the city centre reducing the need to travel by private car
- The central location of this development will provide good access to the city centre and the facilities it offers and encourage walking and cycling
- Potential for mixed densities and housing types to be promoted including the provision of affordable housing and easily accessible associated services and facilities to allow the development of a diverse and vibrant community

Key Constraints and Uncertainties

- To create high density dwellings it may be necessary to have relatively tall buildings which could have a detrimental impact on views of the Minster, listed buildings and the character and setting of the area
- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation
- Focusing development in existing urban areas is a generally accepted means of helping to reduce the need to travel by car however, a significant proportion of new householders will inevitably own cars and the number of car journeys in the area is likely to increase which could exacerbate congestion, air pollution and noise levels
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered
- There is a heightened importance of linkages to green space at higher densities
- Potential to create a mix of dwelling types but by focusing high density housing at York Central and medium density at British Sugar it may be more difficult to create balanced communities
- May be difficult to integrate the large number of dwellings with office development near the city centre

Key Opportunities and Enhancements

- Creation of a sustainable community should be an overarching theme for the development of the area. Greater specificity is required in respect of requirements such as sustainable construction standards, energy generation, environmental improvements and flood risk management. Development of this site should be ecologically pioneering and at the forefront of good practice
- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses
- New residential development provides an opportunity to promote sustainable design and construction although this would depend on rigorous implementation. It is recommended that explicit reference is made to the achievement of certain established standards such as the Code for Sustainable Homes
- A Green Infrastructure strategy should be incorporated into the development
- It will be important to ensure that new development is accompanied by an appropriate level of supporting infrastructure including health care facilities and other community facilities

Option H2 (Higher density included within a mix of uses, close to public transport interchanges with medium density further away)

Key Positive Effects

- Provision of higher density housing close to the city centre, a major public transport node and existing services is an efficient use of brownfield land
- Providing higher density housing adjacent to a major public transport hub promotes sustainability in line with national guidance
- The creation of high quality open space throughout the development is important. The objective should be to maximise open space provision and continuous area of green infrastructure/green corridors to promote wildlife and biodiversity
- New residents would be located close to a major public transport hub (York Railway Station) and within walking distance of the city centre reducing the need to travel by private car
- The central location of this development will provide good access to the city centre and the facilities it offers and encourage walking and cycling
- Potential for mixed densities and housing types to be promoted including the provision of affordable housing and easily accessible associated services and facilities to allow the development of a diverse and vibrant community

Key Constraints and Uncertainties

- To create high density dwellings it may be necessary to have relatively tall buildings which could have a detrimental impact on views of the Minster, listed buildings and the character and setting of the area
- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation
- Focusing development in existing urban areas is a generally accepted means of helping to reduce the need to travel by car however, a significant proportion of new householders will inevitably own cars and the number of car journeys

in the area is likely to increase which could exacerbate congestion, air pollution and noise levels

- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered
- There is a heightened importance of linkages to green space at higher densities
- Potential to create a mix of dwelling types but by focusing high density housing at York Central and medium density at British Sugar it may be more difficult to create balanced communities

Key Opportunities and Enhancements

- Creation of a sustainable community should be an overarching theme for the development of the area. Greater specificity is required in respect of requirements such as sustainable construction standards, energy generation, environmental improvements and flood risk management. Development of this site should be ecologically pioneering and at the forefront of good practice
- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses
- New residential development provides an opportunity to promote sustainable design and construction although this would depend on rigorous implementation. It is recommended that explicit reference is made to the achievement of certain established standards such as the Code for Sustainable Homes
- A Green Infrastructure strategy should be incorporated into the development
- It will be important to ensure that new development is accompanied by an appropriate level of supporting infrastructure including health care facilities and other community facilities

Option H3 (64% houses and 34% flats in line with SHMA)

Key Positive Effects

- Will help to meet the housing need identified in the Strategic Housing Market Assessment
- Potential to create a vibrant, mixed community
- Potential for mixed densities and housing types to be promoted including the provision of affordable housing and easily accessible associated services and facilities to allow the development of a diverse and vibrant community

Key Constraints and Uncertainties

- Impact of this option on the quality of the built environment and the cultural heritage of York will depend on the location, scale, design, construction and operation and is difficult to anticipate effects at this initial stage
- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered

- There is a heightened importance of linkages to green space at higher densities

Key Opportunities and Enhancements

- Opportunity to provide housing in line with SHMA and to provide a good balance of family housing

Option H4 (Greater % of house and lower % of flats than SHMA)

Key Positive Effects

- Will help to meet the need for more family housing
- Potential to create a vibrant, mixed community
- The creation of high quality open space throughout the development is important. The objective should be to maximise open space provision and continuous area of green infrastructure/green corridors to promote wildlife and biodiversity
- Potential for mixed densities and housing types (i.e. detached, semi-detached, terraces) to be promoted including the provision of affordable housing and easily accessible associated services and facilities to allow the development of a diverse and vibrant community

Key Constraints and Uncertainties

- A higher proportion of houses than in the SHMA is likely to reduce the overall density and the total number of dwellings provided at York Northwest. This could reduce the site's contribution to meeting York's housing needs and is potentially a less efficient use of a key brownfield site
- More apartments may be needed to ensure scheme viability
- Impact of this option on the quality of the built environment and the cultural heritage of York will depend on the location, scale, design, construction and operation and is difficult to anticipate effects at this initial stage
- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered

Key Opportunities and Enhancements

- Opportunity to provide housing in line with SHMA and to provide a good balance of family housing

Option H5 (Greater % flats than set out in SHMA)

Key Positive Effects

- Opportunity to maximise the extent of residential development on brownfield land close to the city centre
- Opportunity to create mixed use developments with commercial uses on the ground floor and apartments on the upper floor

Key Constraints and Uncertainties

- Unlikely to meet the identified need for housing in the SHMA
- Greater provision of apartments would reduce the opportunity to create family homes with private gardens
- High density apartments could have a detrimental impact on the surrounding setting and character of the area and on key views of the Minster and other key buildings
- More apartments potentially means more people which could lead to greater pressure on services, community facilities and transport infrastructure
- Impact of this option on the quality of the built environment and the cultural heritage of York will depend on the location, scale, design, construction and operation and is difficult to anticipate effects at this initial stage
- The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered

Key Opportunities and Enhancements

- Could generate higher land values and opportunities for greater cross subsidy of non-commercial facilities

Option S1 (New district centre at British Sugar and smaller scale facilities at York Central)

Key Positive Effects

- New district centre would provide a range of social, community and other shopping and service facilities which meet the needs of future and existing residents and employees and avoid over-burdening existing services
- The British Sugar Site is located within flood zone 1 (little or no risk)
- The new centre could function as a community heart/focus
- Would provide new local shopping facilities to address the deficiencies in existing facilities for residents in the surrounding area
- Opportunity to reduce the need to travel outside the area to shopping facilities and the potential to locate new facilities in close proximity to new rail halt or public transport interchange
- Could provide employment opportunities in the local area for different skill sectors

Key Constraints and Uncertainties

- Risk that traffic congestion could increase at the British Sugar site due to increased trips
- The scale, nature and location of facilities is key to reducing the impact on traffic congestion and not substantially increasing car trips
- Depending on the scale of facilities this option could have a detrimental impact on the vitality and viability of Acomb District Centre and other small shops in the surrounding area

Key Opportunities and Enhancements

- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses

Option S2 (New district centre at York Central and smaller scale facilities at British Sugar)

Key Positive Effects

- New district centre would provide a range of social, community and other shopping and service facilities which meet the needs of future and existing residents and employees and avoid over-burdening existing services
- Could be integrated with or form part of a Central Business District
- Would help to meet the identified convenience goods deficiency in the city centre
- Easily accessible by public transport
- The new centre could function as a community heart/focus
- Opportunity to reduce the need to travel outside the area to shopping facilities
- Could provide employment opportunities in the local area for different skill sectors

Key Constraints and Uncertainties

- Potential to increase vehicular traffic entering the city centre
- The scale, nature and location of facilities is key to reducing the impact on traffic congestion and not substantially increasing car trips
- Depending on the scale of facilities this option could have a detrimental impact on the vitality and viability of the city centre and Acomb District Centre and other small shops in the surrounding area
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered

Key Opportunities and Enhancements

- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses

Option S3 (Provision of 2 local centres at York Central & British Sugar)

Key Positive Effects

- New district centre would provide a range of social, community and other shopping and service facilities which meet the needs of future and existing residents and employees and avoid over-burdening existing services
- Could be integrated with or form part of a Central Business District
- Would help to meet the identified convenience goods deficiency in the city centre
- Easily accessible by public transport
- The new centre could function as a community heart/focus
- Opportunity to reduce the need to travel outside the area to shopping facilities
- Could provide employment opportunities in the local area for different skill sectors

Key Constraints and Uncertainties

- Potential to increase vehicular traffic entering the city centre
- The scale, nature and location of facilities is key to reducing the impact on traffic congestion and not substantially increasing car trips
- Depending on the scale of facilities this option could have a detrimental impact on the vitality and viability of the city centre and Acomb District Centre and other small shops in the surrounding area
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered

Key Opportunities and Enhancement

- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses

Option S4 (Provision of small scale centres in a number of small clusters across the site)

Key Positive Effects

- Residents and employees would have easy access to local retail, services and facilities
- Would encourage people to travel to facilities using sustainable modes and encourage walking and cycling
- Smaller scale facilities are unlikely to generate significant additional car trips and there is less likelihood of additional traffic movements
- Creation of mixed use communities with residential areas mixed with retail, community and service uses
- Could provide employment opportunities in the local area for different skill sectors

Key Constraints and Uncertainties

- Small clusters of shops across the site would not create a community focus/heart
- Likely that the small scale of the clusters would be insufficient to provide for the main shopping/service needs of residents and would serve a top-up shopping role. Residents would still need to travel outside the area for their main food shopping
- Could have a detrimental impact on other existing small shops in the surrounding area
- Could be less commercially viable
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered

Key Opportunities and Enhancements

- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses

Option S5 (Provision of comparison goods retailing around the station)

Key Positive Effects

- The site is close enough to the city centre to encourage some linked trips and is easily accessible by public transport
- Could help to meet the city-wide need for comparison goods floorspace close to the existing city centre, within or adjacent to a CBD rather than on a less accessible out of centre site

Key Constraints and Uncertainties

- There is a risk that traffic congestion could increase in the city centre due to increased trips to the city centre and exacerbate existing air quality problems in the area
- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered
- Depending on the scale and nature of the development this option could have a detrimental impact on the vitality and viability of the city centre

Key Opportunities and Enhancements

- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses
- Opportunities for enhanced linkages with the city centre to encourage linked trips
- Could maximise commercial opportunities for the Railway Station and could be provided in association with new accommodation for the creative industry and speciality retailers, particularly those linked to the NRM

Option C1 (Develop a cultural area around the NRM)

Key Positive Effects

- Could provide a physical and visual link between the NRM and other tourist attractions in the city centre
- Could stimulate investment to make Marble Arch safer and more attractive and create a more attractive gateway to the city centre
- Could enhance the attraction of the NRM and the city centre which has potential to promote the growth of the local and regional economy
- Cultural Quarter would be easily accessible by public transport due to the proximity of the Railway Station and bus routes and within easy walking distance of the city centre
- Opportunities for job creation through new tourist and accommodation facilities

Key Constraints and Uncertainties

- Potential to create additional vehicle movements in the area unless sustainable modes of transport are encouraged

- Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered

Key Opportunities and Enhancements

- Could be promoted as an exemplar for sustainable tourism, enhancing the existing tourist attractions such as the NRM and seeking to develop new attractions and hotel accommodation
- Existing pedestrian and cycle access to the NRM is poor so offers the opportunity to create a safer and more attractive route to the city centre, potential to create a new pedestrian/cycle access across the river to improve links with the city centre
- Potential to enhance access to open space and leisure facilities. A high quality public realm and a number of attractive public spaces could be created to complement and support tourism and cultural initiatives

Option C2 (Develop cultural and tourist facilities around key transport nodes within York Northwest)

Key Positive Effects

- Opportunities for job creation through new tourist and accommodation facilities
- Opportunities for some linked trips between new tourist/cultural facilities and the NRM
- Attractions/facilities close to the Railway Station and potential rail halt would be highly accessible by public transport and could build on the strengths of York's rail services
- Could stimulate investment to make Marble Arch safer and more attractive and create a more attractive gateway to the city

Key Constraints and Uncertainties

- Could detract from the city centre viability and its attraction as a compact visitor centre
- Unlikely to result in linked trips as more detached from other tourism and cultural facilities particularly at the British Sugar end of the site
- Tourist facilities in a predominantly residential area (British Sugar) could adversely impact upon residential amenity
- Existing pedestrian and cycle access to the NRM is poor

Key Opportunities and Enhancements

- Could be promoted as an exemplar for sustainable tourism, enhancing the existing tourist attractions such as the NRM and seeking to develop new attractions and hotel accommodation
- Existing pedestrian and cycle access to the NRM is poor so offers the opportunity to create a safer and more attractive route to the city centre, potential to create a new pedestrian/cycle access across the river to improve links with the city centre

- Potential to enhance access to open space and leisure facilities. A high quality public realm and a number of attractive public spaces could be created to complement and support tourism and cultural initiatives

Option C3 (Provide site for high quality 4* or 5* hotel at York Central)

Key Positive Effects

- Would complement existing tourist uses (NRM) and proposals to create a CBD
- Would provide a high quality hotel within walking distance of the city centre
- Would have excellent links to public transport which would encourage visitors to arrive by public transport
- Opportunities for job creation through new tourist and accommodation facilities
- Opportunity to improve business and conference tourism

Key Constraints and Uncertainties

- The provision of a potentially tall building near the historic centre could have an adverse impact on the character and setting of the city
- Likely to increase the number of cars into the city centre which will increase traffic congestion and air pollution, although its location close to the Railway Station could mitigate this through offering visitors the opportunity to arrive at the hotel by public transport and to be able to access the city centre and other tourist attractions by foot

Key Opportunities and Enhancements

- Opportunities for job creation through new tourist and accommodation facilities

Option C4 (Provide site for high quality 4* or 5* hotel at British Sugar)

Key Positive Effects

- Opportunities for job creation through new tourist and accommodation facilities
- Opportunity to improve business and conference tourism

Key Constraints and Uncertainties

- This option has poor linkages to the city centre and is not in close enough proximity to existing tourist attractions, therefore it is unlikely to be attractive to potential users and would increase journey lengths and trips
- Less accessible by public transport
- Likely that many guests would use their cars on a daily basis to travel into the city centre
- Unlikely to be as attractive to a 4*/5 star* hotel operator than a city centre site
- Could have impact on the amenity of existing residential occupiers depending on the location of the hotel

Key Opportunities and Enhancements

- Opportunities for job creation through new tourist and accommodation facilities

Option C5 (Develop new pedestrian and cycle bridge link across river to city)

Key Positive Effects

- Option could provide a more attractive link between the NRM/Railway Station and Museum Gardens/City Centre
- Will enhance York's pedestrian and cycle network which may encourage use
- Will integrate York Central with the city centre

Key Constraints and Uncertainties

- May have impact on flooding and river flow rates depending on bridge design – would need to make sure that flood risk was not increased and that the existing flood storage area was not reduced and flood flow routes are not compromised
- Erection of a bridge would potentially result in the loss of open space on the northern bank of the river

Key Opportunities and Enhancements

- If well-designed bridge then could act as an attraction in itself
- Could create an opportunity to create a new cultural trail
- Opportunity should be considered to review lighting and pedestrian facilities along the riverside to enhance safety and increase riverside activity in the daytime and evening

Option 01 (Location of Community Stadium – Adjacent to railway station)

Key Positive Effects

- Option gives opportunity to encourage visitors to travel by train to limit vehicle movements in the centre
- Potential to create good pedestrian links with the city centre

Key Constraints and Uncertainties

- Could increase congestion and worsen pollution – if large numbers of supporters travelled to the site by car
- Option would take up centrally located brownfield land which could be better used for residential or commercial uses
- Likely to be significant visual impact due to scale of stadium required – may have adverse impact on the character of the surrounding area
- Option could cause noise and disturbance to existing and future residents

Key Opportunities and Enhancements

- Opportunity for dual use of community facilities by schools as playing fields

- Could increase opportunities for youth training and development
- Opportunity for potential conference facilities and ancillary facilities such as hotel and restaurants which would create job opportunities

Option 02 (Location of Community Stadium – Northern end of British Sugar Site)

Key Positive Effects

- Potential for good public transport links via the possible railway halt and links to the proposed Park and Ride

Key Constraints and Uncertainties

- Potential for significant traffic generation if large numbers of supporters travelled to the site by car
- Could increase cross city traffic on the A1237 and key radial routes
- Likely to be significant visual impact due to scale of stadium required – may have adverse impact on the character of the surrounding area
- Option could cause noise and disturbance to existing and future residents

Key Opportunities and Enhancements

- Opportunity for dual use of community facilities by schools as playing fields
- Could increase opportunities for youth training and development
- Opportunity for potential conference facilities and ancillary facilities such as hotel and restaurants which would create job opportunities

Option 03 (Location of Community Stadium – Linked to possible new District Centre in the vicinity of a rail halt on the British Sugar Site)

Key Positive Effects

- Potential for good public transport links via the possible railway halt and links to the proposed Park and Ride
- Could be linked to other facilities in the district centre

Key Constraints and Uncertainties

- Potential for significant traffic generation if large numbers of supporters travelled to the site by car and could create traffic congestion within the district centre and surrounding area
- Could increase cross city traffic on the A1237 and key radial routes
- Likely to be significant visual impact due to scale of stadium required – may have adverse impact on the character of the surrounding area
- Option could cause noise and disturbance to existing and future residents
- May discourage use of the district centre by local residents

Key Opportunities and Enhancements

- Opportunity for dual use of community facilities by schools as playing fields
- Could increase opportunities for youth training and development
- Opportunity for potential conference facilities and ancillary facilities such as hotel and restaurants which would create job opportunities.

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APPENDIX 3

EMERGING SPATIAL RELATIONSHIPS

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NEW EMPLOYMENT:
To create a new employment area which provides for future employment needs whilst maximising proximity to strategic transport infrastructure (Spatial Objective 5)

CONNECTIONS WITH THE CITY:
To create new high quality connections with the City, which prioritise sustainable modes of transport, including a new public transport interchange (spatial objective 4).

MIXED NEIGHBOURHOODS:
To create new vibrant mixed neighbourhoods which assist in meeting York's housing needs (spatial objective 1)

LEGEND
Indicative location of transport interchange

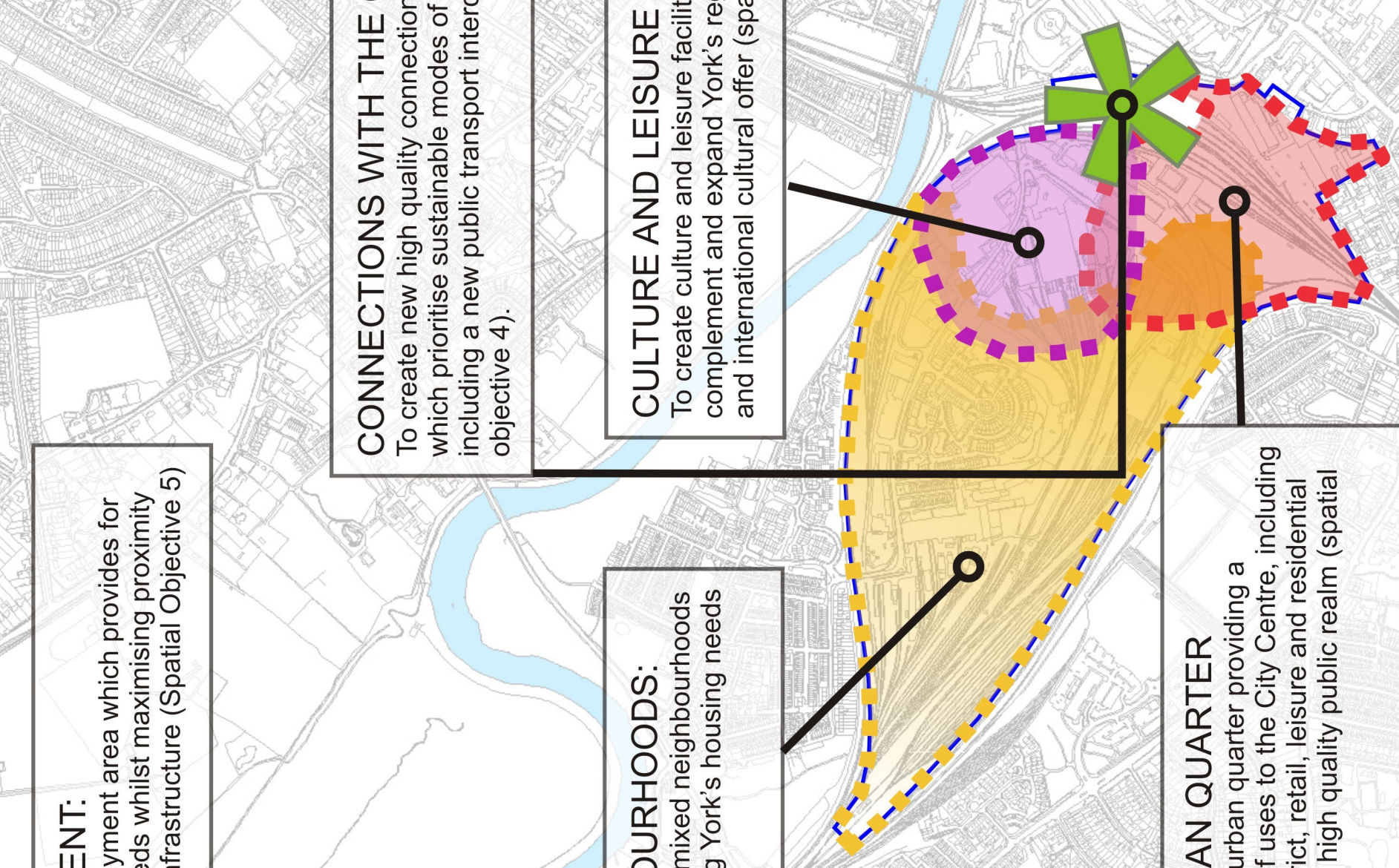
CULTURE AND LEISURE FACILITIES:
To create culture and leisure facilities that complement and expand York's regional, national and international cultural offer (spatial objective 3)

STRATEGIC OBJECTIVE 1:
To create new sustainable and inclusive communities, which achieve the highest standards of sustainability throughout the development

STRATEGIC OBJECTIVE 2:
To ensure the new community and development is fully integrated with existing communities, the surrounding area and the city centre

STRATEGIC OBJECTIVE 3:
To maximise a unique opportunity to contribute to the overall economic prosperity of the city.

MIXED USE URBAN QUARTER
To create a mixed use urban quarter providing a complimentary range of uses to the City Centre, including a central business district, retail, leisure and residential uses, focussed around high quality public realm (spatial objective 2)



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APPENDIX 4

DRAFT DOCUMENT PLAN

**York Northwest AAP
Preferred Option**

Draft Document Plan

Approach

- PO document - target no more than 70 pages
- SA Statement – separate document
- Updated evidence base information – include as annex in report to Executive. Amend and update main Baseline Report at submission stage.
- Options appraisal and evaluation as background document at submission stage.

Foreword

CYC and Yorkshire Forward

Contents

Introduction and Background

- LDF Process
- What is an AAP?
- What is a Preferred Option report?
- How can you get involved?
- How is the document structured? (includes ref to SA)

Context

- Physical context: area/setting; boundary
- Strategic context: links to RSS; Community Strategy; Corporate Plan; Core Strategy
- Evidence to support the Preferred Option: list evidence base documents

Vision and Objectives

- Vision – public engagement
- Strategic Objectives
- Spatial Objectives

Preferred Option

Methodology

Explanation of how the Preferred Option has been selected: spatial themes; evaluation criteria (including SA & Viability); diagrams.

Spatial themes: Economic Prosperity; Creative and Inclusive Communities; Movement and Connections; Quality Environment

For each theme:

- Overview
- Options (list from Issues & Options doc)
- Summary of evaluation (including feasibility testing, SA, public comments)
- Options dismissed ('critique')
- Preferred Option taken forward linked to spatial strategy (where appropriate)
- Draft Policy Statement

Emerging Spatial Strategy

- Diagram – composite land use mix areas/development objectives
- Diagrams – spatial options dismissed

Delivery and Implementation

Delivery

- Costs dealing with site constraints
- Costs of infrastructure requirements eg. transport, education,

Masterplanning

Phasing

Implementation

- A partnership approach – YCSB, Joint transport working, liaison meeting with consultants
- Other funding sources – eg. Access York
- A comprehensive approach
- A flexible approach: dealing with unforeseen and changing circumstances eg tram train - 'what if'.

Community benefits

Approach to developer contributions – S106/CIL

Monitoring

Reference to Submission stage

Opportunities to comment

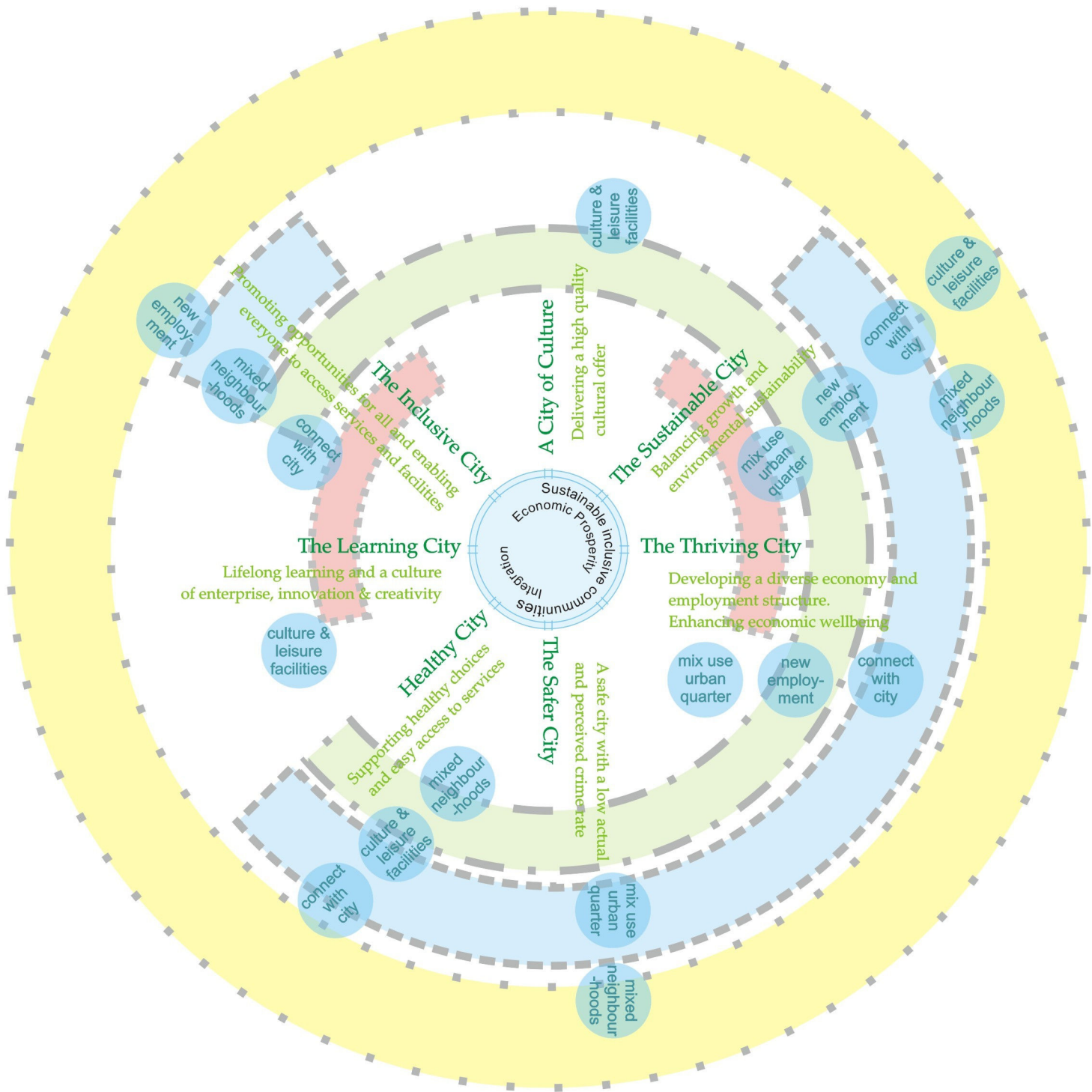
Glossary

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APPENDIX 5

OVERARCHING STRATEGIES DIAGRAM

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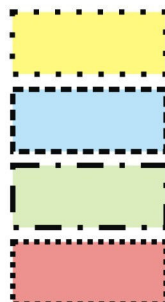
LEGEND

Community Strategy Theme

Community strategy theme related ambition

AAP Spatial Objective

AAP strategic objective



AAP Theme: Creative and inclusive communities

AAP Theme: Movement and connections

AAP Theme: Quality Environment

AAP Theme: Economic prosperity

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APPENDIX 6

DOCUMENT STRUCTURE

Document Structure