



Notice of meeting of

Shadow Executive

To: Councillors Scott (Chair), Gunnell, King, Looker, Merrett, Potter and Simpson-Laing

Date: Wednesday, 26 November 2008

Time: 5.30 pm

Venue: The Guildhall, York

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 1 - 2)

To approve and sign the minutes of the Shadow Executive meeting held on 12 November 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 Shadow Executive's remit can do so. The deadline for registering is Tuesday 25 November 2008, at 5.00 pm.

4. **York Northwest - Eco-district Briefing Report** (Pages 3 - 22)

This report outlines the current position with York Northwest in relation to the national Growth Point initiative and Eco-town programme.

5. Any Other Matters which the Chair decides are urgent under the Local Government Act 1972.

Democracy Officer:

Name: Simon Copley

Contact details:

- Telephone – (01904) 551078
- E-mail – simon.copley@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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

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

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City of York Council

Committee Minutes

MEETING	SHADOW EXECUTIVE
DATE	12 NOVEMBER 2008
PRESENT	COUNCILLORS SCOTT (CHAIR), GUNNELL, KING, MERRETT, POTTER AND SIMPSON-LAING
APOLOGIES	COUNCILLOR LOOKER
IN ATTENDANCE	COUNCILLOR CRISP

112. 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.

Councillor Scott declared a personal non-prejudicial interest in agenda item 4 (The Barbican – An Update) as a resident of Fishergate.

113. MINUTES

RESOLVED: That the minutes of the last meeting of the Shadow Executive held on 29 October 2008 be approved and signed by the Chair as a correct record.

114. PUBLIC PARTICIPATION

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

115. THE BARBICAN - AN UPDATE

Members received a report which provided an update on the progress of the development of the Barbican's component parts.

Members sought clarification of the terms of the agreement between Absolute Leisure Limited and the Council, in relation to the Barbican Auditorium, and asked officers to check whether the requirements relating to number of performances and number of attendees applied for 20 years or 50 years.

A representative of the Save Our Barbican group attended the meeting and had the opportunity to raise questions and make comments.

The Shadow Executive thanked officers for the report and for their openness in their answers to questions. In looking to the future, they expressed grave doubts about whether Absolute Leisure Limited would be

able to meet the timetable outlined and stated that they, like residents, would be watching to see if contractors moved onto the site in January 2009. They regretted the loss to the community of events that could have been held at the Barbican Auditorium in the meantime and insisted that the health and safety issues drawn to their attention at the meeting by the Save Our Barbican representative must be addressed immediately.

RESOLVED: That the report be noted.

REASON: To update the Shadow Executive.

CLLR D SCOTT, Chair

[The meeting started at 5.30 pm and finished at 6.30 pm].



Meeting of the Shadow Executive

26 November 2008

Report of the Director of City Strategy

YORK NORTHWEST

Eco-district briefing report

Summary

1. The Government have identified a need for 3 million new homes in England to be delivered by 2021. The national Growth Point initiative and Eco-town programme have been established to promote and accelerate the delivery of new housing with a particular emphasis on sustainable development and affordable housing. York Northwest was identified as a priority location within the Leeds City Region (LCR) for new housing and was one of eight districts within the city region, which comprised a joint bid for New Growth Point (NGP) funding. Unfortunately, York Northwest, along with three other priority locations, did not meet the criteria for New Growth point funding.
2. In parallel with the bid for NGP funding, LCR Leaders also considered opportunities to locate an eco-town within the city region. However, as this was not considered to be an appropriate option, a dialogue has been opened up with the Government to consider alternative locations for 'urban eco settlements'. This has focussed on the priority locations identified in the NGP bid, and includes York Northwest. Discussions with CLG to date have been very positive and although York Northwest was not successful as a New Growth Point, it is considered that there is a significant opportunity to secure funding to support growth in this area.
3. This note briefly outlines the NGP and Eco-Town context and current position with York Northwest. The papers attached at Annex 1 and 2 provide further background to inform discussion by Members. A copy of the Urban Eco* Settlements proposal, which was prepared to complement the Leeds City Region New Growth Points Package, is available in the Members Library.

Background

Growth Point Initiative

4. The Growth Point Initiative was announced in December 2005. It is a cross government initiative aimed at supporting local communities who wish to pursue sustainable, strategic growth proposals, including new housing. It is a partnership between local partners and central government.
5. A city region New Growth Point bid was submitted to Government in October 2007 as part of the second round Growth Points Programme. This identified a

'package' of eight priority regeneration locations, where infrastructure and other constraints were impeding housing development and the delivery of city region housing affordability and regeneration ambitions.

6. In July 2008, LCR was identified as one of 20 successful Growth Points, however, of the eight priority locations, only the four districts (Barnsley, Craven, Calderdale and Wakefield) which agreed levels of housing over and above the RSS figures, were considered eligible to access Growth Point funding. Aire Valley, Leeds; Bradford-Shipley Canal Corridor; York Northwest and North Kirklees/South Dewsbury were not successful.
7. The LCR secretariat has been working with Local Authority partners to prepare the City Region NGP Programme of Development (PoD) for the four successful districts of Barnsley, Calderdale, Craven and Wakefield, although Craven have subsequently withdrawn from the bid.

Eco-Town Programme

8. The Eco-town programme aims to deliver exemplar sustainable new towns of between 5,000 and 20,000 homes in large scale, free standing new settlements. The eco-towns concept includes development to be zero carbon development, be an exemplar in at least one area of environmental technology, provide between 30% and 50% affordable housing and provide good public transport links.
9. A study was commissioned by LCR Leaders to look at opportunities for an eco town in the city region. Following completion of the study in June 2008, LCR Leaders resolved that there was not a suitable site for an eco town in the city region, nor did the concept of a freestanding eco town provide an appropriate solution to city region housing needs. LCR Leaders agreed instead, that the focus should be on delivering regeneration ambitions, particularly in the priority locations identified in the NGP bid.
10. A dialogue was opened up with the Department for Communities and Local Government (CLG) and Ministers to consider the four regeneration locations (including York Northwest) which were originally submitted as part of the New Growth Point package as viable alternatives to an eco town in the city region.

York Northwest – Proposal for an Urban Eco* Settlement

11. Initial proposals for a complementary package of four Urban Eco* Settlements (UES) at Aire Valley, Leeds; Bradford-Shipley Canal Corridor; York Northwest and North Kirklees/South Dewsbury have been prepared. The purpose of the UES proposal, which sits alongside and complements the NGP Programme of Development (PoD) for Barnsley, Calderdale and Wakefield, is to inform and enhance the discussions with CLG and Ministers. It is understood that a level of funding may be available early in the New Year, although discussions are still at an early stage.
12. The PoD and UES proposal were submitted to CLG at the end of October. Copies of both these documents, which are public documents, are available on request. A copy of the Urban Eco* Settlements proposal, has been placed in the Members Library.

13. The following principles have been identified by LCR partners as the basis for the Urban Eco*Settlement programme in the city region:

- 1) The city region 'urban eco settlements' programme will be at least as ambitious in sustainability terms as the eco town initiative.
- 2) The proposals will prioritise major brownfield regeneration sites and locations that provide significant potential for pioneering on a large scale, high quality design and sustainable living principles to create new places that deliver truly integrated and sustainable living environments. These will seek to promote innovation in environmental technologies and be zero-carbon, offering the opportunity to be exemplars in design and environmental sustainability; provide a range of high quality services including innovative public transport infrastructure; enable access to jobs and the economic potential of the city region; and importantly, provide much needed affordable housing.
- 3) In particular the programme will encourage and incentivise:
 - Walking and cycling;
 - Maximising public transport use;
 - Development of urban brownfield land;
 - Sustainability in building design and construction methods and materials which have a low environmental impact and minimise construction waste;
 - Application of advanced renewable energy technologies and energy efficiency measures;
 - High standards of water efficiency and use of sustainable urban drainage and waste water treatment systems;
 - Complementary mix of housing, employment, retail, 'social' development and green infrastructure;
 - Active community participation; and
 - The promotion of healthy living.

14. A strong commitment to sustainability principals will underpin the planned redevelopment of the York Northwest (YNW) area through the YNW Area Action Plan. These principals have been embraced from the inception of the project and are embodied in the draft vision and in three overarching objectives for the area.

15. The UES proposal for York Northwest included an initial sum of £65.5m with an emphasis on providing funding for green transport infrastructure and social infrastructure. This figure included funding to support the development of the A59 Park & Ride, the public transport interchange, pedestrian and cycle measures (including enhancement of existing and provision of new bridge links to the surrounding area) and provision of youth and sports facilities.

Next Steps

16. Subject to discussions with CLG, further detailed work to establish the eco credentials for each of the four UES locations and to take forward delivery of the sites will need to be undertaken. LCR Leaders are considering appointing consultants to carry out a study to look at the potential to fast-track one of the UES locations and discussions with senior civil servants and the relevant Chief Executives are ongoing.

17. In taking forward any proposals for an urban eco* settlement at York Northwest, it will be important to ensure that the landowners of the York Central (Network Rail, National Museum of Science and Industry/National Railway Museum and Yorkshire Forward) and British Sugar sites (Associated British Foods) are fully supportive of the initiative. A key consideration from the developer perspective will be the potential impact of compliance with 'eco principles' on development viability. Funding from this initiative could provide the opportunity to achieve higher standards of sustainability on a difficult to deliver brownfield site.

Options

18. There are no options available.

Corporate Priorities

19. 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

20. 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

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

Recommendations

22. Members are asked to note the contents of this report which is provided for information purposes.

Contact Details

Author:

Sue Houghton
York Northwest Project Manager

Chief Officer Responsible for the report:

Bill Woolley
Director of City Strategy

Tel: (01904) 551375

Report Approved



Date 18.11.08

Specialist Implications Officer(s): None

All

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

For further information please contact the author of the report

Background Papers:

None

Appendices

Appendix 1: Briefing Note York Northwest Eco Town Status (October 2008)

Appendix 2: Background Paper CLG Visit (7 November 2008)

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ANNEX 1

Briefing Note

York Northwest Eco-Town Status

1 October 2008

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ANNEX 1

York Northwest, Eco-town Status Briefing Note. 01.10.2008

Housing Numbers

Preliminary work undertaken to date has revealed a developable area of around **75 hectares**. From this, a broad estimate of **4325 dwellings** has been derived, consisting of 3000 units on York Central and 1325 units on British Sugar. More detailed analysis work is currently underway as part of the Preferred Options stage of the Area Action Plan and this figure may be revised in the next few weeks.

New Growth Point

York Northwest was included as one of 8 sites within different Local Authority areas, collectively making up the Leeds City Region new growth point (NGP) bid. York Northwest was one of the four **principal growth point locations** in the bid. As part of the bid, the following development scenario was outlined:

- 4325 dwellings as above - this comprised around 15% of the NGP's estimated housing delivery
- Mix of commercial and employment uses
- New central business district

The NGP bid outlined **infrastructure costs of £150m** associated with York Northwest, predominantly related to accessing the sites (dealing with operational rail uses and grade separations) and delivering an exemplar public transport solution. It is not possible to establish the funding gap associated with these costs at this point, in advance of a detailed development scenario emerging through Preferred Options.

Although the Leeds City Region growth point bid has now had government approval, York Northwest was one of four growth point sites not taken forward. The reduced combined growth point will now deliver 12,000 homes rather than an original 29,500.

York Northwest - Eco-Town Credentials

Sustainability has been embedded in the York Northwest project throughout its development. This has received strong backing both politically and in public and stakeholder consultation, and is reflected in key decisions made, with for example eco-footprinting embedded in policy formation, and the AAP's strategic objective to "create new sustainable and inclusive communities, which achieve the highest standards of sustainability throughout the development"

The following three points are key advantages that York Northwest offers in terms of sustainability and eco-town principals:

Location of Sites

These key **brownfield** regeneration sites are strategically well placed the city, with York Central immediately behind the rail station, and British Sugar in the suburban periphery. Their location maximises opportunities for implementing an **exemplar sustainable transport solution**, with rapid rail services throughout the country, and huge opportunities to integrate communities within this walkable city. Funding has been secured through major scheme bid to build on the Councils successful Park & Ride schemes and provide new park & ride facilities for the development. A multi-modal public transport interchange will be an integral element of any redevelopment at York Central. In addition, following the outcome of trials in South Yorkshire, Network Rail and the Council are keen to utilise rail infrastructure to provide a tram-train link with frequent services between York Harrogate and Leeds, including stops in both York Central and British Sugar. Being in a city location, would allow **integration between new and existing communities** to be maximised through promoting walking and cycling links, and through provision of services to serve both. In addition **place-making** will be facilitated by this interaction between new and existing built fabric and open spaces.

Size of sites

York Northwest offers a **comprehensive development opportunity of unprecedented scale** for York. The scale of the project enables the planning of mixed communities to meet a broad range of Yorks **housing needs** including a requirement for **50% of homes to be affordable** in a variety of contexts from high density urban living, to suburban family homes incorporating building for life standards and creative solutions to sheltered housing needs. The scale of the project also means that **meaningful levels of community provision** can be made in terms of education, healthcare, social facilities etc, whilst best utilising existing facilities in the general area. For example, York Northwest could facilitate the rationalisation of education needs within this sector of the city, making comprehensive new provision to replace outmoded and over-capacity facilities whilst meeting the needs of the new populations. The scale of the sites also mean that they are likely to meet a **wide range of the cities development needs**, including employment, retail, culture, tourism and leisure, as well as housing. This will lead to sustainable mixed use development that reduces the need to travel.

Mature project

Work assessing development potential has been ongoing on York Northwest for many years, and recently key milestones have been achieved in both progressing the Area Action Plan and working towards development of the site, with York Central stakeholders currently in the process of securing a development partner. The maturity of the project has resulted in a **long term**

commitment from both the Council and stakeholders, including the regional development agency, working closely together, to enable the areas development. In addition to a robust relationship between the Council and stakeholders, this partnership working has promoted the project to one of **regional significance**, included as a regional investment priority in the RSS. A **strong commitment to sustainable principals** has also been embedded in the projects from inception: As well as signing up to a vision and objectives for the area with strong emphasis on sustainability, key aspects of the project relating to sustainability include:

- Use of a specific model developed for York Northwest to give project specific **REAP based outputs** to influence policy decision making
- Use of **Sustainability Appraisal** throughout option generation and appraisal, including at non-statutory stages.
- Strong links between the development and cities **green infrastructure** networks through ongoing policy dialogue in production of York Northwest AAP and supplementary planning document of green infrastructure.
- Ensuring **mixed-use communities**, including a range of employment opportunities in close proximity to residential areas.
- Embedding **sustainable transport solutions** with walking and cycling at the top of a modal hierarchy, and reducing car-based travel, with a significantly lower modal split than city wide.
- Incorporating renewable energy systems and sustainable urban drainage as part of a **holistic approach to ensuring sustainable building design and reducing CO² emissions** across the site.

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ANNEX 2

Background Paper

York Northwest – An Opportunity for an Urban Eco* Settlement

Department of Communities and Local Government Visit to York
7 October 2008

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YorkNorthwest

An opportunity for an Urban Eco* Settlement

Background Paper

Department of Communities and Local Government
Visit to York

7 November 2008

Department Communities and Local Government
Visit to York 7.11.08

Introduction

York Northwest was one of eight areas comprising a New Growth Point bid within the Leeds City Region, contributing approximately 20% of the overall housing growth in the bid. York Northwest is one of the four areas which form part of the Leeds City Region proposal for Urban Eco Settlement status, complementing the four Local Authority areas within the Leeds City Region which were identified as eligible for Growth Point funding.

Eco settlement status would build on extensive work that has already been carried out by City of York Council in the development of an Area Action Plan (AAP) to guide the redevelopment of the area through the Local Development Framework.

Context

The York Northwest area lies immediately to the north and west of York's historic city centre and railway station. It comprises two significant and distinct brownfield sites: 'York Central' and 'British Sugar'. The sites are located on close proximity to each other in a corridor formed by the East Coast Main Line railway and the A59.

York Central comprises approximately 35ha of developable brownfield land. The site is bounded in its entirety by railway lines. Historically, York Central has been occupied by a broad mix of rail related operational uses and the site still houses some of these, as well as the National Railway Museum, residential properties and independent businesses. Social and green infrastructure for communities within and adjacent to York Central is severely lacking.

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The former British Sugar site is located immediately to the north and west of York Central, close to the A59 Boroughbridge Road, and again is bounded in part by operational railway lines. The size of the site is approximately 39.5ha. For the past 100 years the site has been used as a sugar refinery plant. Operations ceased in December 2007 and demolition works are currently in progress.



In recognition of its regional importance, York Northwest is designated a regionally significant investment priority within the Leeds City Region and York Sub Area in the 2008 Regional Spatial Strategy (RSS). The importance of this strategic role is emphasised in terms of housing delivery at a local level by the limited availability of development sites within the city and the resultant pressure on the Greenbelt.

Due to the scale, complexity and proximity of the two sites comprising York Northwest, the council are preparing an Area Action Plan (AAP) to guide the comprehensive redevelopment of the area. The AAP will play a strategic role in delivering key objectives in York's Sustainable Communities Strategy, Corporate Plan and emerging Core Strategy.

Objectives

A strong commitment to sustainability principals will underpin the planned redevelopment of the York Northwest area through the AAP. These principals have been embraced from the inception of the project and are embodied in the draft vision and in three overarching objectives for the area.

Vision for York Northwest

York Northwest in 2026 will be....

A distinctive place of outstanding quality and sustainable design...

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

Contributing to the city's economic prosperity...

A vital and innovative addition to York...

Fostering new sustainable communities and enhancing quality of life for all.

Strategic Objectives

- To create new sustainable and inclusive communities which achieve the highest standards of sustainability throughout.
- To ensure the new community and development is fully integrated with existing communities, the surrounding area, city centre and region.
- To maximise a unique opportunity to contribute towards the overall economic prosperity of the city.

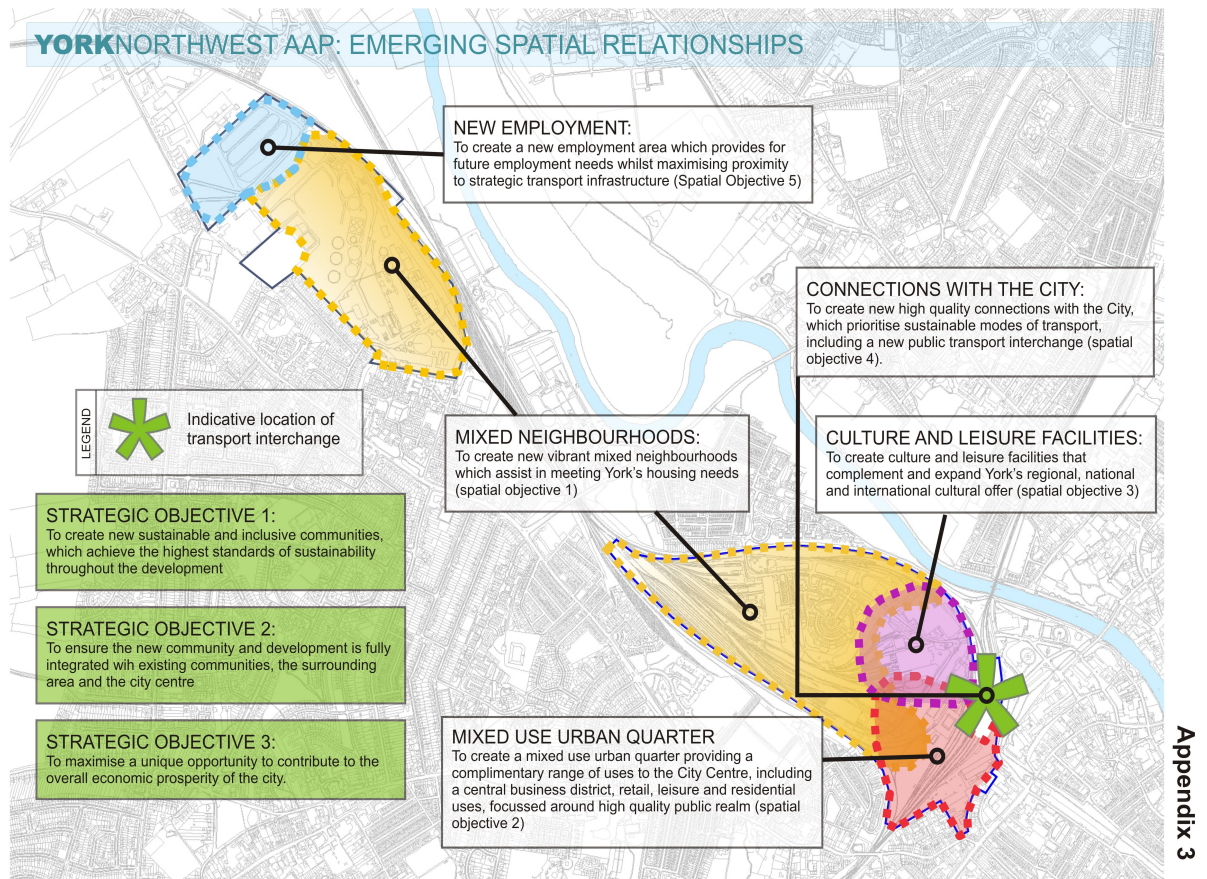
In addition to these overarching objectives, development objectives for the area will include the creation of:

New mixed neighbourhoods which assist in meeting the housing needs of York:

York Northwest offers a comprehensive development opportunity of unprecedented scale for York, which will enable the planning of new, mixed, sustainable communities to meet a broad range of York's housing needs and reduce pressure for urban expansion in Greenfield locations. The sites are currently estimated to yield 4,325 dwellings, equating to almost a third of the city's uncommitted housing growth until

2030. In line with current policy the council will seek to achieve 50% of units as affordable housing, in a variety of contexts from high density urban living to suburban family homes, and incorporating building for life standards and creative solutions to sheltered housing needs. The scale of the development also enables meaningful levels of community provision to be made, including healthcare, education and social/community facilities.

A mixed use urban quarter providing a complementary range of uses to the city centre, including a new office quarter, retail, leisure and residential uses, focused around high quality public realm. As a historic city, York is constrained in terms of future development opportunities. Highly sustainably located adjacent to the city centre, railway station and future transport interchange, with potential tram train, York Central offers an ideal location for a new urban quarter.



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Connections that prioritise sustainable modes of transport, incorporating a new public transport interchange. In 2006 City of York Council was assessed as excellent by the Department for Transport (DfT) for its Local Transport Plan. A key element of this was York's approach to sustainable transport modes. York Northwest is strategically well placed within the city to take this approach forward and implement an exemplar sustainable transport solution for the area, with cycling and walking at the top of the modal hierarchy.

Progress to Date

Anticipated date of adoption of AAP: 2010 It is anticipated that the York Northwest AAP will be adopted by City of York Council at the end of 2010. The AAP will provide the framework to guide subsequent master planning and planning applications for the area by developers. The Issues and Options stage of the AAP has been completed and testing of various development and transport scenarios is underway. The documents has been subject of statutory and non-statutory Sustainability Appraisal at key stages.

Evidence Base work: A substantial body of evidence base work has been produced by the council and stakeholders, including reports on land remediation and environmental issues, extensive transport studies and modelling work, city wide and site specific housing, retail, employment and open space studies and work to establish the future operational requirements of Network Rail.

Infrastructure Provision: Ongoing studies and discussions with key stakeholders including education providers, PCT, utilities providers, Highways Agency and Environment Agency, have enabled a more detailed understanding of what infrastructure will be required to support the development.

Public Sector Funding: A significant amount of public sector funding is being sought to help deliver development at York Northwest. This includes a £24m Major Scheme Bid

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(Phase 1) to deliver new and enhanced Park & Ride facilities, a £42m Major Scheme Bid for new and upgraded transport infrastructure, £40m Regional Development Agency infrastructure funding, £3.7m funding from the Cycling Demonstration Town initiative and a bid for over £5m for provision of Youth facilities from the 'Myplace' initiative.

Work by Landowners: Consultants working on behalf of the York Central landowners have completed feasibility work based around indicative masterplanning. The procurement process to appoint a developer for York Central commenced in July 2008 and it is anticipated that a developer will be appointed in Spring 2009. Associated British Foods (ABF) have appointed a development team who are progressing masterplanning for the British Sugar site. The intention is to prepare a the masterplan and planning application for the British Sugar site in parallel with the AAP process.

Planning Applications: It is anticipated that planning applications for both sites will be submitted in parallel with, or shortly after, adoption of the AAP. It is expected that housing will be delivered on the British Sugar site in the earlier phases of development as there are fewer barriers to delivery.

Partnership

York Central Steering Board

The council has been actively engaged with key stakeholders over a number of years to facilitate the development of York Central and the British Sugar site through the planning process. In view of the complexity of issues, the York Central Steering Board was set up in 2004 to provide a vehicle for high level strategic direction and resolution of overarching strategic issues under the direction of an independent chairman. Representation on the Steering Board currently comprises City of York Council, Yorkshire Forward, Network Rail, the National Museum of Science and Industry (the

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parent body of the National Railway Museum), Associated British Foods (the parent body of British Sugar) and National Express East Coast (who hold the franchise for York Railway Station).

It is expected that the Steering Board, or similar body, will continue after a developer has been appointed for York Central next spring, to provide a forum for discussion between parties at high level.

Governance

It will be essential to ensure that appropriate management vehicles are established at an early stage in the development process to ensure that new and existing communities are actively involved and represented on an ongoing basis in development at both York Central and British Sugar. This will build on the communication/consultation framework which is already established to promote and active engagement with local residents and stakeholders as part of the AAP process.