



Notice of meeting of

Local Development Framework Working Group

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

Date: Monday, 1 November 2010

Time: 4.30 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. **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 Friday 29 October 2010**.

3. **Local Development Framework: City Centre Area Action Plan - Update** (Pages 3 - 10)

This report provides a progress update on the City Centre Area Action Plan (AAP) and outlines the next steps for 8 key area of work that are required to complete the Preferred Options document.

4. Transport Implications of the Local Development Framework Core Strategy (Pages 11 - 38)

This report presents the analysis of the implications for transport arising from the proposed growth assumptions within the Local Development Framework Core Strategy. It suggests investment in transport infrastructure and other measures that would be necessary to support the projected growth in employment and housing.

5. Local Development Framework Core Strategy (Pages 39 - 58)

This report follows on from the report considered by Members on 4 October 2010, which highlighted a series of issues relating to the Core Strategy arising from the changing policy context, specifically seeking Members' views on potential alterations to the spatial strategy component of the LDF Core Strategy.

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

Democracy Officer:

Name: Laura Bootland

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- E-mail – laura.bootland@york.gov.uk

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Local Development Framework Working Group

1 November 2010

Report of the Director of City Strategy

Local Development Framework: City Centre Area Action Plan – Update

Summary

1. This report provides a progress update on the City Centre Area Action Plan (AAP) and outlines next steps for 8 key areas of work that are required to complete the Preferred Options document, these include:
 1. Review of the conclusions of the York Economic Vision report to consider if and how best to incorporate these into the AAP
 2. Production of the Conservation Area Appraisal and incorporation of the findings into the AAP
 3. Production of the City Centre Movement and Accessibility Framework and incorporation of the findings into the AAP
 4. Public realm and key sites analysis and options
 5. Analysis of the deliverability of the preferred options
 6. Finalising the submission Core Strategy section on the City Centre
 7. Drafting the preferred options document
 8. The Sustainability Appraisal of the document.

Background

2. The City Centre AAP will form part of the York Local Development Framework. A report on emerging options, progress on background documents and a Vision Prospectus was presented to LDF Working Group in January 2010. Members approved the appraisals of options and emerging preferred options with a number of amendments as a basis for producing the AAP preferred options document. A follow-on report outlining how work on the York Economic Vision relates to the AAP was presented to LDF Working Group in May 2010. Members agreed to take forward the Vision Prospectus through the wider city Vision and Economic Masterplanning work to avoid 'duplication' of vision documents emerging this year.

City Centre Area Action Plan - Update

Toward an Economic Vision

3. Following an earlier commitment in 2009 to undertake an economic masterplan for York, it was agreed to establish a York Renaissance Team and to create a York Regeneration Academy to provide a programme of training and development in place-making for existing staff and the new team, to be funded by Yorkshire Forward.

4. At the front of this work is the publication of a Toward an Economic Vision, prepared by Professor Alan Simpson and his team of urban, transport, economic and cultural professionals with support from Council and Yorkshire Forward Officers. This vision document was presented to the Council's Executive in October 2010 who, in order to gain all-party debate and guidance on its conclusions, agreed to refer the work to the LDF Working Group. The document will be considered at the next Working Group meeting.
5. The purpose of the Economic Vision is to examine the economic potential of the city and consider how the various major projects, current and proposed, can be pulled together into a coherent strategy that will provide greater certainty for future investment. The work has a strong focus on the delivery of major developments, ensuring these take account of York's attractiveness and heritage, as well as maximise their economic, social and environmental potential.
6. The work is also helping to inform future work with the preparation of the Local Development Framework, particularly in relation to the City Centre Area Action Plan. The Local Development Framework will set the land use and planning framework for planning future developments in the City; the Economic Vision will help the delivery of major projects and give a physical expression to the policies and proposals set out in the LDF.
7. A number of the spatial themes and project ideas set out in the Economic Vision relate to the city centre and the public realm and movement issues being addressed in the AAP. The 'key strategies' for the streets, parks and squares of the city centre and the rivers, 'great street' and the city walls are all relevant to the AAP. Depending on the views of the Working Group, a key task going forward will be to consider how to co-ordinate and prioritise these projects with the other emerging AAP projects and policies, and to test their deliverability. This renaissance work is a significant benefit to the production of the City Centre AAP.
8. The aim of the AAP is to draw together a number of disparate projects into a coherent vision and objectives, so that projects can be co-ordinated, phased and their collective impacts can be maximised. The Renaissance Vision helps to illustrate the vision for the City Centre and place this change in context with past and future change in the wider city. The Renaissance Vision will raise awareness throughout organisations in York that there are numerous current and potential projects that will contribute toward revitalising the city centre.

Central Historic Core Conservation Area Appraisal

9. The aim of the work is to produce a Conservation Area Appraisal and associated views analysis to underpin the AAP. It will form part of a suite of further assessments and strategies designed to further our understanding of York's historic environment and to inform the sustainable management of the City. These other studies will include a City of York Heritage Strategy, a City of York Extensive Urban Survey, a review of the Ove Arup Archaeology and Development Study including a review of the Historic Environment Research Framework for York and work towards a 3D heritage model for York.

10. A brief for consultants has been put out to tender. The consultants have been given a tight timescale to work to and we are seeking completion of a consultation draft by April next year. The completed Appraisal will provide descriptive and illustrative material that will assist in a portrait of the city centre within the AAP. The Appraisal will identify positive and negative aspects to the city centre and will recommend enhancements to the built fabric of the city. These findings will influence all aspects of the AAP including policies and projects.

City Centre Movement and Accessibility Framework

11. The aim of the Framework is to determine a strategy for the city centre over the next 20 years to resolve competing demands for access and help to deliver wider quality of place and economic competitiveness objectives. A consultant has been appointed and the study is due to be completed by the end of February 2011. The study is funded by Yorkshire Forward as part of the renaissance programme.
12. The Framework will test ideas from the Economic Vision and will build on the findings of the Footstreets Review (Halcrow, 2010). The Framework will also provide evidence for LTP3.

Public Realm and Key Sites Analysis and Options

13. The importance of quality of place to the economic competitiveness of York has been emphasised in the Economic Vision and there are numerous examples of the positive impact of environmental improvements in historic cities. The work on the AAP to date has highlighted many areas throughout the city centre where the quality of place is poor. Also, the dynamic of the city centre will change over the next 20 years and the network of streets and spaces will need to be redesigned to be fit for purpose in the 21st century.
14. Work has started to consider options for key streets and spaces in the city centre including work to test the deliverability of the ideas of the Economic Vision. The Renaissance Team will add value through design skills and will work closely alongside City Development Officers. The Regeneration Academy programme will also contribute. The aim is to provide clear and stimulating visuals in the AAP to highlight issues and opportunities.

15. A brief summary of work to date is below:

Project	Progress to Date
Study of Foss Basin	A Planning Statement has been completed outlining suitable uses for the Foss Basin.
Study of Ouse riverside	Officer workshops to review issues and opportunities.
Exhibition Square	Placecheck completed as part of the People Changing Places programme.
Castle Piccadilly	Ongoing discussions with Centros regarding options for the site.
Library Square	Brief produced for Library Square. Detailed design being produced by Engineering Consultancy.
Newgate Market	Detailed site analysis and options produced by the Renaissance Team. Input to Scrutiny Committee discussions.

Parliament Street	Detailed analysis of options produced for use of the space after toilets are demolished.
Barbican	Planning Statement produced.
Reynard's Garage	Planning Statement produced to outline suitable uses and design issues.
Layerthorpe area	Ongoing study of regeneration potential of the Layerthorpe area.
Key movement corridors	Study of Station-Layerthorpe and Station-Bootham Bar routes to inform the Movement and Accessibility Framework, and work undertaken to analyse Parliament/Piccadilly junction.

Delivery

16. It is proposed that the AAP will be implemented over the long term as part of a phased and carefully managed programme of initiatives, with each phase contributing to the gradual transformation of the city's public realm and being underpinned by a robust movement framework.
17. The preferred options document will include a delivery plan that will set out a phased approach to the delivery of projects. This will include information on:
 - Delivery partners
 - Costs
 - Funding options
 - Delivery mechanism
 - Feasibility
 - Cost / Benefit
 - Priority
 - Phasing.
18. The delivery plan will highlight options for 'quick wins' within the first 5 years. These will be options that could be delivered within existing budgets or through opportunities for one-off funding or from S106 contributions. Low cost/high impact options will be prioritised. The AAP needs to have a flexible approach to delivery where projects can come forward as and when funding is available or when development comes forward. Some projects are interdependent and this will be highlighted.
19. The delivery plan will include monitoring indicators to assess the benefit from investment which could, for example, include vacancy levels, turnover, yields, inward investment, footfall, visitor numbers, performance of festival events and Newgate Market and surveys of perceptions.
20. The AAP will provide a strategic framework to assist with funding bids. In order to deliver improvements, it will necessary to secure external funding through public finances, S106 contributions and potentially other charitable/private sources. The case for funding will be enhanced by demonstrating that proposals are embedded in a statutory plan.

Core Strategy

21. A revised city centre section of the submission Core Strategy is being produced that takes into account consultation responses to the Core Strategy Preferred Options document, reflects evidence bases and is in line with other sections of the Core Strategy i.e. the Spatial Strategy. The policy will set the overall strategy for development of the city centre. The vision and objectives of the AAP will be based on this policy. Further work is required to determine the allocated sites within the city centre and their capacity, and the boundary of the city centre.

Drafting Preferred Options

22. The preferred options document will be drafted using the emerging preferred options approved by the Working Group in January as a basis. The document will also incorporate the findings of the Conservation Area Appraisal, Movement and Accessibility Framework, the emerging SHLAA and will take into account the development framework for York Central. The document will be in a format similar to that previously reported to Members and will include a 'masterplan' for the city centre and a delivery plan as discussed above.

Sustainability Appraisal

23. A Sustainability Statement will be produced to inform the AAP and to accompany the document for public consultation. The document will be produced by the City Development team.

Next Steps

24. A report to LDF Working Group with the preferred options document will be presented in May 2011, prior to consultation. The next steps in the production of the AAP are as outlined above:
- Review of the conclusions of the Renaissance report to consider if and how best to incorporate these into the AAP
 - Production of the Conservation Area Appraisal and incorporation of the findings into the AAP
 - Production of the City Centre Movement and Accessibility Framework and incorporation of the findings into the AAP
 - Public realm and key sites analysis and options
 - Analysis of the deliverability of the preferred options
 - Finalising the submission Core Strategy section on the City Centre
 - Drafting the preferred options document
 - The Sustainability Appraisal of the document.

Options

25. There are no options pertaining to this report.

Corporate Priorities

26. The City Centre AAP has the potential to contribute towards most of the Corporate Priorities through its policies and actions. It will aim to:
- Reduce the environmental impact of Council activities and encourage, empower and promote others to do the same;

- Increase the use of public and other environmentally friendly modes of transport;
- Improve the actual and perceived condition and appearance of the city's streets, housing estates and publicly accessible spaces;
- Increase people's skills and knowledge to improve future employment prospects;
- Improve the economic prosperity of the people of York with a focus on minimising income differentials;
- Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest;
- Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city;
- Improve the quality and availability of decent, affordable homes in the city.

Implications

27. The following implications have been assessed:

- **Financial** – The cost of preparing the City Centre Area Action Plan DPD is being met through current budgets provided for the LDF. The Renaissance work has been wholly funded by Yorkshire Forward, including the Movement and Accessibility Framework.
- **Human Resources (HR)** - None
- **Equalities** - None
- **Legal** - None
- **Crime and Disorder** - None
- **Information Technology (IT)** - None
- **Property** – The AAP identifies areas within the city centre for development or public realm enhancement which includes land and buildings in the Council's ownership.
- **Other** - None

Risk Management

28. In compliance with the Council's risk management strategy, there are no risks associated with the recommendations of this report.

Recommendations

29. That Members:

1) Note and comment on the progress and next steps for 8 key areas of work that are required to complete the Preferred Options document, to inform the preparation of the document.

Reason: To help progress the Area Action Plan to its next stage of development.

Contact Details

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Specialist Implications Officer
n/a

**Report
Approved**



Date 22/10/2010

Wards Affected: Guildhall, Micklegate and Fishergate.

All

For further information please contact the author of the report

Background Papers:

- City Centre Area Action Plan Issues and Options report, July 2008.
- City Centre Area Action Plan Issues and Options Sustainability Statement, July 2008.
- LDF Working Group report - Local Development Framework: City Centre Area Action Plan Issues and Options report - Consultation Summary, January 2009.
- LDF Working Group report - Local Development Framework: City Centre Area Action Plan – Progress Toward Preferred Options, January 2010.
- LDF Working Group report - Local Development Framework: City Centre Area Action Plan – Vision Prospectus, May 2010.

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Local Development Framework Working Group**1st November 2010**

Report of the Director of City Strategy

Transport Implications of Local Development Framework Core Strategy**Summary**

1. This paper presents the analysis of the implications for transport arising from the proposed growth assumptions within Local Development Framework (LDF) Core Strategy. It then suggests investment in transport infrastructure and other measures that would be necessary to support the projected growth in employment and housing. In particular it:
 - Considers the impacts of a 'reference case', consisting of a 'do minimum' transport mitigation option based on assumed employment and housing growth rates aligned with those in the RSS¹.
 - Considers the impacts of the 'do minimum' transport mitigation option based on a reduced housing growth rate.
 - Considers the potential congestion delay reduction benefits of a range of further potential mitigation options based on assumed employment and housing growth rates aligned with those in the RSS, and with reduced housing growth.
 - Proposes the essential infrastructure and other transport measures that are required to mitigate the impacts of the growth assumptions to a more acceptable level.
2. This paper follows-on from the LDF Preferred Options Topic Paper 3 – Transport prepared by Halcrow in June 2009, which considered the transport implications associated with the potential areas of search detailed in the spatial strategy methodology, presented in Topic Paper 1. Although Topic Paper 3 provided a relative assessment of future growth and the impacts on the transport network, it didn't provide an absolute assessment as to whether this growth could be accommodated, or whether suitable measures could be put in to place to mitigate the impacts.
3. The employment and housing growth assumptions that initially formed the basis of this assessment were aligned with the growth rates contained within the RSS. In the light of recent deliberations by the LDF Working Group, a reduced rate of housing growth (to reflect the changing economic climate and lower than anticipated level of completions) has also been assessed, to determine the degree to which the lower growth rate affects predicted traffic levels and congestion delays.

¹ The Yorkshire and Humber Plan - The Plan (The Regional Spatial Strategy)

4. The key outcomes from the analysis are:
 - If there is insufficient future investment in transport infrastructure and other transport measures, congestion delay time across the network could almost triple by 2026.
 - Investment in transport infrastructure alone will not be sufficient to adequately mitigate the increased congestion delay by 2026. Consequently, other sustainable transport measures will also need to be put into place.
 - Traffic growth to 2016, predominantly arising from committed development or development with planning permission, will result in congestion delay increasing by 50% compared to the present (2008 base year)
 - A reduced housing growth rate will have some effect in reducing future congestion delay, but it is not significant.
 - Even with all the reasonably practicable and deliverable transport investment in place, congestion delay across the network will double by 2026
 - Full dualling of the A1237 (ORR) with grade separation of junctions is not considered to be deliverable within the timescale of the Local Development Framework
5. Due to the strategic nature of the SATURN model it has not yet been possible to make a fully quantitative spatial assessment of the growth scenarios. However, the previously reported Topic Paper 3 (see also Paragraph 2) suggested that the eastern part of the city was more able to accommodate traffic growth than the western part (i.e. being the 'least worst' scenario). However, most of the available brown field land is in the western part of the city.
6. More detailed information is contained in the remainder of this report, including the annexes.

Background

The need to assess the impacts

7. Future growth in employment and housing in York will generate a substantial increase in the number of vehicular trips, placing additional demands on an already congested transport network. Because of this, and the limited space available for providing additional road capacity, options that enable sustainable access to developments should be promoted.

Links with LTP3

8. The LDF and LTP3² are inextricably linked, as the future housing and employment rates form the crucial element in setting the long-term strategy for LTP3. Conversely, the deliverability of the strategy and actions within LTP3 will determine to a large extent how the LDF core strategy is realised.

² City of York's Local Transport Plan 2011 and onwards (LTP3)

Existing Traffic Levels in York and how York compares with other places

9. Congestion levels in key areas of the city are already high, with traffic on the Inner Ring Road, key radials and the northern outer ring road experiencing significant delays at peak travel times. Traffic levels recorded on the automatic traffic counters in the peak hour, as part of the indicator monitoring process for York's current Local Transport Plan³, (LTP2) have, on the whole, remained close to 2005 levels with a slight downward trend over the longer term.
10. It is also stated in LTP2 that, according to 2001 Census data, York is a net 'importer' of approximately 5,000 commuter trips per day (22,455 in 17,199 out and 70,098 within), an increase of 65% from 1991. The majority of 'external' trips consist of movements to or from the neighbouring authority areas, particularly the East Riding of Yorkshire, Leeds and Selby.
11. The most useful indicator for benchmarking York's performance against 'comparable' towns and cities is National Indicator **NI167** Congestion – average journey time per mile during the morning peak (also LTP2 indicator 6C). However, there are several variants to this, with authorities able to choose which one to use. 28 authorities, including York, using Variant 2⁴. Table 1 shows the delay time and ranking for York in relation to 'benchmarking' authorities within the 28 using Variant 2, together with an approximate comparison to some other authorities using other variants. Taking into account the highly constrained nature of the highway network, it could be argued that congestion in York is not excessive at present, although this may be contrary to public opinion.

Table 1 NI167 Congestion – average journey time per mile during the morning peak benchmarking results		
Authorities using Variant 2		
Authority	2008/09 delay time	Ranking (out of 28)
Warrington	3 mins. 12 secs.	8
York	3 mins. 19 secs.	9
Brighton and Hove	3 mins. 26 secs.	15
Kingston-upon-Hull	3 mins. 55 secs.	19
Cambridgeshire	4 mins. 12 secs.	25
Oxfordshire	4 mins. 14 secs.	28
Authorities using other Variants		
Chester and West Cheshire (Variant 3)	2 mins. 3secs	n/a
Leeds (Variant 1)	3 mins. 55 secs.	n/a

³ City of York's Local Transport Plan 2006 – 2011 (LTP2)

⁴ NI 167b: Variant 2 - Vehicle journey time per mile during the morning peak on major inbound routes in the larger urban centres, weighted by the relative traffic flow on those different routes.

Cost of congestion

12. Nationally, in 1995 it was reported that congestion cost the British economy £15 billion per year⁵ and could reach £30 billion per year by 2010⁶. A reasonable estimate of the current cost of congestion in the UK is somewhere in between these extremes and could be assumed to be approximately £20 billion per year. The 'Wider costs of Transport in English Urban Areas in 2009' report indicated that excess delays cost £10.9bn but there were also additional comparable costs due to environmental and safety impacts.

Assessment methodology

13. The city's SATURN transport model has been used to determine the impact of the development projections and national traffic growth assumptions on the highway network for three target years – 2016, 2021 and 2026.
14. The employment and housing growth assumptions that initially formed the basis of this assessment were aligned with the growth rates contained within the Yorkshire and the Humber Regional Spatial Strategy (RSS); these being 1000 jobs per annum and 850 dwellings per annum. In the light of recent deliberations by the LDF Working Group, a reduced rate of housing growth, at approximately 200 fewer completions per annum (to reflect the changing economic climate and lower than anticipated level of dwellings constructed to date), has also been assessed, to determine the degree to which the lower growth rate affects predicted traffic levels and congestion delays.
15. Future trip generation rates based on housing and employment projections supplied by the LDF team were compared to trip growth rates TEMPRO, which incorporates the National Trip End Model (NTEM). This comparison showed a close correlation between the supplied housing and employment growth factors and the TEMPRO V5.4 dataset. This proved the validity of the TEMPRO traffic growth factors to be used input into subsequent analysis using SATURN to derive modelled traffic flows.

Results of the initial assessment

The reference 'do minimum' case

16. The 'do minimum' case includes improvements that are committed or confirmed as part of development proposals that have Planning Permission. The 'do minimum' case assumes there is a good probability that the following schemes will be in place by 2016:
 - **Access York Phase I** - Major Scheme Business Case 1 (MSB1), comprising one relocated/expanded and two new Park & Ride sites, plus improvements to the A59/A1237 junction and bus priority on A59. This was included in the (now revoked, by the new Coalition Government) Regional Allocation Funding Programme refresh (RFA2), and attained Department for Transport (DfT) 'Programme Entry' status. Although the scheme is 'on-hold' pending the

⁵ 'Moving forward – a business strategy for transport' CBI 1995

⁶The economic costs of road traffic congestion, ESRC Transport Studies Unit, 2004

outcome of a Comprehensive Spending Review (CSR), it is considered to have a strong business case, which would warrant further progression after the CSR.

- **James Street Link Road Phase II** - An evaluation of this was presented to a City Strategy EMAP on 20 October 2008, in response to a petition presented, seeking its construction to be undertaken. The review confirmed that there would be significant journey time savings in the area if the final section of the link road was constructed.

17. The 'do minimum' case does not include Haxby Rail Station, as although this is a project included in LTP2 and was included in the RFA2 programme, its delivery timescale is uncertain at present (see also paragraph 52).
18. The results of the 'do-minimum' assessment are shown in Table 2.

Table 2 'Do minimum' network predictions¹

Indicator	2008 Base	2016	2021	2026
Flows (passenger car units per hour)	39,338	42,604	44,950	48,398
Modelled growth in flow	1.00	1.09	1.14	1.23
Total network delay (Hours)	2,711	4,065	5,776	7,658
Delay multiplier	1.00	1.50	2.13	2.83
% of Trip spent delayed	37%	47%	51%	58%
Time taken for what should be a 20 min. journey (mins.) ^{2,3}	32	37	41	47
Time taken for what should be a 30 min. journey (mins.) ²	48	56	61	71
Notes				
1	Employment and housing growth rates aligned with RSS rates.			
2	The 20 minute and 30 minute journey times indicated in the first column do not include for waiting at junctions etc., hence the reason for the 2008 figures being higher.			
3	Average journey distance in York, derived from a range of average journey figures ⁷ is 12.5 kilometres. This would equate to a journey of approximately 20 minutes duration, assuming an average speed across the network of 20mph			

Implications of 'do minimum' case

19. From Table 1 it can be seen that:
- The increase in delay is not directly proportional the increase in flow
 - By 2021 the delay across the network could be almost double the current delay, rising to nearly three times the current delay by 2026.
 - The multipliers for congestion cost could be similar to those for delay

⁷ Data sources - The 2001 Census, the 2009 'Towards a New Transport Plan for York' consultation responses and the SATURN model

20. It should be noted that up to 2016 the 1.50 delay multiplier arises from committed or confirmed development proposals, so the effective influence of future growth projections will be relative to delay in 2016 rather than at present. Therefore, the effective delay multiplier from 2016 to 2026 could be up to 1.89 (instead of 2.83)
21. In considering the more 'human' aspects of the 'do minimum' case, the cost of congestion, overall, could increase from £37 million per year, to £104 million per year (using a generalised cost associated with journey time delay in SATURN). At a 'personal' level, the cost of congestion (i.e. the cost of congestion per household in York), could increase from £441 per year (2008) to £1,030 per year (2026).
22. In terms of 'personal' travel, the average journey distance in York, derived from a range of average journey figures from the 2001 Census, the 2009 'Towards a New Transport Plan for York' consultation responses and the SATURN model is 12.5 kilometres. This would equate to a journey of approximately 20 minutes duration, assuming an average speed across the network of 20mph. From the modelling carried out, the duration of this journey increases in future years, as shown in Table 2, due to increasing delays on the network. Table 2 also shows the increases in time for a typical 30 minute journey.
23. Car use has a high degree of elasticity, compared to other forms of transport. In other words, drivers would tend to accept this extra travel time as part of their day, unless a much more attractive offer (alternative mode) is made available. The five minute increase in the time (in 2016) taken for a journey should take 20 minutes is likely to be absorbed by drivers as part of their journey. However, the increase in journey peak-hour times by 2026 may be sufficient to stretch beyond an acceptable level, so the likelihood is that more trips will be made outside of the peak hour (08:00 –09:00), leading to more peak spreading. Alternatively, these could be undertaken using other modes, or (less likely) not done at all.
24. The SATURN model is somewhat limited in its ability to model the effects on the wider area beyond York's boundary. Therefore, it can not accurately predict the effects on longer distance commuting trips, which are likely to increase as the disparity between the number of houses and the number of jobs results in more people who work in York living outside it.

Effects of reduced housing growth

25. With a growth rate reduced by approximately 200 dwellings per year, whilst maintaining employment growth at 1000 jobs per year, the modelled growth in flow at 2026 is 1.21 (compared to 1.23). The delay multiplier arising from this is 2.53 (compared to 2.83). Therefore, the overall impact of a reduced housing growth is a reduction in delay, but it is not significant.
26. Although the overall impact of reduced housing is slightly beneficial, it could be eroded by an increase in commuting trips in to York due to the wider difference between jobs growth and housing.

Other mitigation options

Range of potential options

27. A table showing the range of other mitigation measures that could be introduced to reduce traffic delays, together with the cost estimates for implementing them are shown in Annex A. This is summarised in Table 3, with a more detailed description following (in paragraphs 30 to 58) and a further breakdown of the various elements in Annex B.
28. The range of mitigation options available vary from low cost capital measures, with significant associated revenue supported measures, such as travel behaviour change programmes, through to high capital investment schemes, such as Access York Phase II (comprising Roundabout capacity improvements on the A1237 Outer Ring Road (ORR)).
29. The mitigation options as described in paragraphs 30 to 58 below, including Tables 3 and 4, are each considered separately.

	2016	2021	2026
Intervention	Increase in Delays Relative to 2008 Baseline		
No mitigation over and above the 'do minimum' case (see also Table 2)	+50% (1.50 multiplier)	+113% (2.13 multiplier)	+183% (2.83 multiplier)
Smarter Choices (Behavioural Change, Sustainable Travel promotion, bus subsidy etc.)	-12%	-24%	-42%
Infrastructure (Sustainable Travel) Park & Ride, Cycle Network, Bus Priorities	-6%	-12%	-21%
More Off Peak Travel (peak spreading)	-18%	-24%	-35%
ORR Upgrade (Access York Phase 2 – Roundabout Capacity Improvements)	-5%	-19%	-31%

Behavioural change programme

30. The **Committee** also commented that the congestion relieving effects of transport behavioural change programmes ('**smarter choices**') can be significant if investment in them is sufficient and sustained. The DfT's document "Smarter choices: changing the way we travel", showed that such programmes could reduce peak hour urban traffic by as much as 21 per cent.
31. The outcome of travel behaviour programmes in three medium sized (100,000 – 140,000 population), relatively free-standing towns designated 'Sustainable Travel

Towns' (STTs) have been reported⁸ recently. These towns implemented a programme of measures from 2004 – 2009, intended to reduce car use. The main results (largely contrary to national trends) from implementing a range of 'smarter choices' measures, were:

- Car trips fell by 9% per person, with 7 - 8% observed reduction in traffic volumes in inner areas (greatest trip reduction in short trips up to 1km and work trips)
- Cycling increased 26% - 30% and walking increased by 10% - 13% per head
- Bus trips grew by 10% - 22%

32. At a local level, it is unlikely that the 21% reduction in peak-hour urban traffic volume will be achieved in York, as many of the behavioural change measures, such as school travel plans, tele-working, public transport marketing, cycling facilities and car clubs, have already been introduced. However, there is yet more that can be done to influence travel behaviour and it is not unreasonable to expect further measures to effect a slightly higher reduction in traffic than was achieved in the STTs, due to York having a higher, but more compact population than the STTs.
33. A reasonable estimate for the reduction in future traffic flow due to a travel behaviour change programme(s) is in the range of 7% - 10%. The resultant reduction in the delay multiplier could be in the order of 26% - 46%.
34. The effectiveness of behavioural change programmes is influenced by the reluctance for motorists to consider other modes of travel unless there is an overwhelming perceived advantage in doing so. Consequently, improvements are required to the more sustainable forms of travel, such as walking, cycling and bus use to demonstrate this advantage. Research by DfT has shown the impact of behavioural change programmes could also be greatly enhanced by complementary demand management policies. It is likely that a full range of complementary capacity improvement and demand management measures, which will also avoid negative affects on York's 'quality of place' will need to be implemented to realise the maximum benefits of a behavioural change programme.
35. In order to make an assessment of how many people would travel in York by various forms of transport in the future, the 2001 Census modal split figures for the York population travelling to work were projected forward into future years using population estimates⁹. These were then used to calculate changes in modal split required to achieve reduction in car/van use to varying degrees. The results of this analysis are shown in Annex C, Table C1 to Table C3.
36. It can be seen from Table C1 that 'Driving a car or van to work' trips could increase by up to 11,609 (+27.6%) from 2001 to 2026. This compares reasonably well (albeit slightly higher) with the modelled increase as shown in Table 1. This sets a sound basis for determining the changes in overall modal split required to achieve reduction in car/van use to varying degrees as shown in Table C2. In Table C2 it has been assumed that for every 5% reduction in new driving a car or van to work

⁸ The Effects of Smarter Choice Programmes in the Sustainable Travel Towns: Summary Report, DfT, Feb 2010

⁹ Office for National Statistics (ONS) 2008-based Sub-national Population Projections

trips, there is a corresponding, potentially achievable, 2% transfer to 'bus' with the remaining 3% distributed to the other modes.

37. From Table C2 it can be seen that to achieve a significant reduction in future traffic growth (i.e. removing one in four new trips) at least a 1% increase in cycling, a half-percent increase in pedestrian and 0.16% increase in bus use modal share overall is needed to take-up the 2.6% reduction in car/van overall modal share (with a reduction in increase of new trips above the 2001 base from 27.6% to 20.7%). Whilst the percentage change in modal share for cycling and walking to take-up the transfer from driving may appear small, the actual numbers of people required to change to these modes are significantly higher, as are percentage changes for each mode as shown in Table C3 (for 25% reduction in 'Driving a car or van' to work trips).
38. The travel to work modal split targets set in LTP2 are of a similar order to those for removing one in four new car/van trips. However, accurate data on how well measures introduced in LTP2 have performed in realising these targets will not be known until 2011 Census data becomes available in 2012.
39. Results from a city-wide consultation for LTP3¹⁰ showed that Congestion is the most important transport challenge (81% of 12900 responses). LTP2 set a target of reducing traffic growth to 7% by 2011 (instead on the predicted 14% and a further doubling by 2021 in the absence of LTP2 measures etc.). In workshops held as part of the consultations for LTP3, some participants advocated zero traffic growth beyond 2011 (hence the 105% reduction in driving a car/van to work trips in Table C2).
40. To achieve an effective zero growth in traffic the proportion of 'Driving a car or van' trips needs to reduce by 11% (to 37% of all trips) by 2026 equivalent to approximately 1 in 4 current car trips being undertaken by another mode. Bus, cycling and walking trips would need to increase substantially by 0.8%, 4% and 3.5% of the total number of trips respectively. The number of trips undertaken by these modes (combined) would need to increase from 31,000 to 50,000 (Approximately, a 60% increase). It should also be noted that nearly 10% of the working population would need to be working from home as well (working from home = 7.87% in 2001).

Investment in transport infrastructure and services to support behavioural change

Public transport

41. In order to achieve the modal shift towards more public transport use, as shown in Table C3, significant investment will need to be made in services, infrastructure (including bus priority measures) and information.

¹⁰ 2010 Budget Consultation and Towards a new Local Transport Plan for York

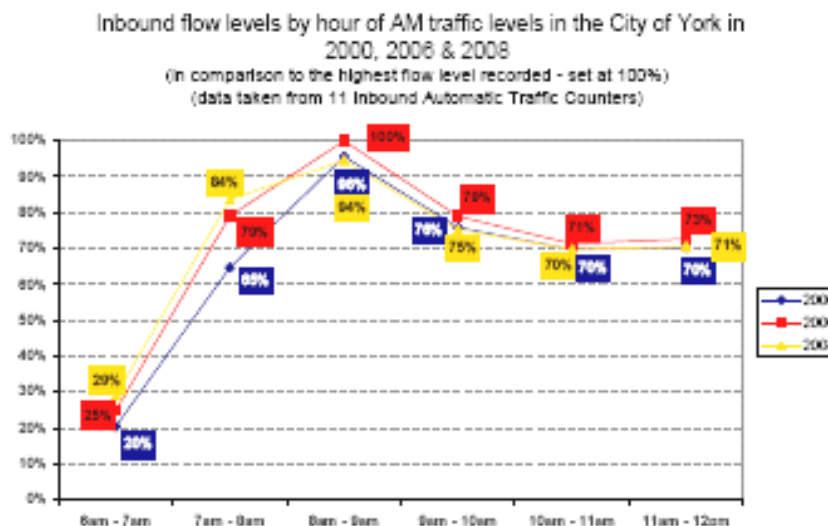
Expanding the cycle network and the pedestrian environment

42. Other infrastructure improvements such as expanding the cycle network and the pedestrian environment into and within York have been and could continue to be implemented, increasing the quality of the alternative travel options to the private car. Many of these measures to influence driver behaviour are relatively low cost. York's status as a 'Cycling City' has resulted in more capital investment in cycling infrastructure over the last three years as well as revenue spending on marketing, training and events to boost cycling. Continued investment, not only capital, but more importantly revenue is needed to deliver a sustained behavioural change programme linked with infrastructure and service improvements to encourage long-term modal shift away from car use.
43. Until the outputs from the next Census are known, it is difficult to make an accurate assessment how much a travel behaviour programme(s) will effect modal shift in York. However, some evidence has already been presented in the light of initiatives elsewhere, such as the Sustainable Travel Towns (see paragraph 31).

Increasing capacity through 'Peak Spreading'

44. Monitoring undertaken for the City of York's Local Transport Plan 2006-2011 (LTP2) shows that area-wide traffic mileage (as a proxy for traffic growth) has a downward trend in both the a.m. and p.m. peak periods. This could be due to:
 - Development not proceeding at the anticipated rate
 - The network approaching full-capacity in the peak hour (08:00 – 09:00)
 - More people travelling outside the peak hour, as evidenced by the following statement in The Traffic and Congestion Ad-hoc Scrutiny Committee's report¹¹, 'There is also evidence of the peak period spreading as a result of drivers responding to congestion' and Figure 1

Figure 1



¹¹ Traffic Congestion Review – Final Report, 18 May 2010

45. As the network is (assumed to be) at capacity in the peak hour the likelihood is that more trips will be made outside of this. Analysis of traffic flows between 07:00 and 10:00 shows **there is approximately 24% and 21% spare capacity in the 1 hour pre and post peak hour** respectively, enabling the transfer of trips out of the peak hour to take place. Peak spreading might be encouraged though promotion of flexible working.

Traffic management efficiencies

46. Improving the efficiency of the traffic management systems in York, through, for example, upgrading controlled pedestrian crossings to 'puffin' crossings, further refinement of the Urban Traffic Management Control System and the wider implementation of 'Freeflow'¹² could produce delay savings of up to 5% by 2026.

Higher level investment options

Access York Phase II (MSB2) and 'enhanced' Access York Phase II

47. Access York Phase II (MSB2) consists of improvements to the A1237 Outer Ring Road (ORR) junctions not yet improved or due to be improved as part of Access York Phase I. **Enhancements to Access York Phase II** consist of a series of selected link upgrades (to dual carriageway standard) on the busiest sections of the ORR and grade separated junctions to 3 roundabouts in addition to the junction improvements to the remainder of the route. The results for the Access York Phase II and 'enhanced' Access York cases are shown in Table 4.

Indicator	2021	2021 + Partial dualling	2026	2026 + Partial dualling
Flows (passenger car units per hour)	44,950	44,950	48,398	48,398
Modelled growth in flow (from 2008)	1.14	1.14	1.23	1.23
Total network delay (Hours)	5,264	4,558	6833	5,693
Delay multiplier	1.94	1.68	2.52	2.10
% of Trip spent delayed	49%	46%	55%	51%
Time taken for what should be a 20 min. journey (mins.) ²	39	37	44	41
Time taken for what should be a 30 min. journey (mins.) ³	58	55	67	61
Notes				
1	Employment and housing growth rates aligned with RSS rates			
2	32 minutes for 2008 base year			
3	48 minutes for 2008 base year			

¹² A system that is able to better detect, in real time, changes to the operation of the road network and provide operators with highly contextual advice and support for making traffic management decisions

48. By comparing the results in Table 4 with Table 1 it can be seen that:
- i. The increases in delay are not as high as for the 'do minimum' case, with more delay 'gains' being achieved in the later years. However, the delay with Access York Phase II in place is two-and-a-half times that of the 2008 baseline by 2026.
 - ii. The delay for the 'enhanced' Access York Phase II is much closer to twice the baseline delay in 2026.
49. The multipliers for congestion cost could be similar to those for delay. Access York Phase II would result in congestion cost savings of £12 million per year in 2026 compared to the 'do minimum' case (£104 million). Enhancing Access York Phase II would reduce this by another £15 million.
50. The predictions for what should be a 20 minute journey time are reduced slightly, with the maximum delay 'gain' achieved in 2026 being three minutes over the 'do minimum' case with Access York Phase II in place, and six minutes with the enhancements. For the 30 minute journey the equivalent delay gain is four minutes and 10 minutes, respectively, in 2026.
51. With the reduced rate of housing growth (see also paragraph 22) the modelled growth in flow at 2026 with Access York Phase II in place is 1.21 (compared to 1.23). The delay multiplier arising from this is 2.31 (compared to 2.52). Therefore, the overall impact of a reduced housing growth is a reduction in delay, but it is not significant. The situation for the enhanced Access York Phase II case is likely to be similar. However, as described in paragraph 26, these benefits may be eroded due to more inward commuting.
52. Access York Phase II, was presented to the Regional Transport Board in October 2008, for it to consider for inclusion in the Regional Funding Allocation Refresh Programme (RFA2). This bid was not successful, but Access York Phase II was included on a list of 'reserve' schemes. However, as Access York Phase II didn't achieve Department for Transport (DfT) 'Programme Entry' level, prior to the revocation of the RFA2 and the Comprehensive Spending Review, its status is unclear, at present.
53. Access York Phase II is included in the Leeds City Region Connectivity study which is being used to prepare infrastructure priorities in the area (principally through Local Enterprise Partnerships).
54. Although the average citywide delays would reduce with the implementation of Access York Phase II, the principal benefits would be relatively close to the outer ring road with smaller reductions in the city centre and in the south and east of the city.

Tram-train technology

55. A report describing the potential for a Tram-Train system on the York-Harrogate-Leeds line and other routes in York was presented to EMAP on 14th July 2008.. This report stated:
- The Harrogate Line has been identified as being the most suitable line for the initial introduction of tram-train technology in operational and infrastructure terms.
 - There are some operational constraints that affect the feasibility of routes into development sites and residential areas.
56. This report also stated that the estimated capital costs for the York-related elements of the potential tram-train strategy are in the range of £28 - £42 million (not including approximately £51-£80 million for laying the track for a city centre loop).
57. The DfT and Network Rail are currently undertaking a national trial to test the suitability of tram-train technology in the UK. Further progress on introducing tram-train systems, is therefore, subject to the outcome of this study, which is still several years away from being concluded. Consequently no detailed assessment of the impacts of introducing Tram-Train has been undertaken to date.

Freight transshipment centre

58. A freight transshipment centre could remove some freight traffic (particularly heavy goods vehicles) from the city centre. However, no detailed evaluation of this potential project in York has been undertaken to date. At a UK level, though, a study has recently been completed for Tactran¹³ on the feasibility for a freight consolidation centre serving Perth and Dundee.

Effects of environmental enhancements

59. In the modelling undertaken it has been assumed that traffic can redistribute across the entire network to find its 'optimum path'. In some cases, it would be beneficial to protect some parts of the network, such as residential areas, from suffering increases in through traffic in order to prevent a deterioration in safety or other aspects that affect local quality of life. It is likely that protection of this type will increase delays on other parts of the network, such as key corridors into the city.
60. A city centre that is viable and has vitality is crucial to the economic prosperity of York. The scale, nature and function for the future development of the city centre is currently being evaluated within the LDF City Centre Area Action Plan. One of the aspects being considered is how the city centre is to be accessed in the future and a 'City Centre Movement and Accessibility Framework' study is due to be commissioned shortly to investigate this. Some work already undertaken leading up to this study considered several options for changing access arrangements in the city centre and their effects. This work revealed that reassigning road space for the

¹³ Tactran Freight Consolidation Feasibility Study - Draft Feasibility Report, April 2010

easier movement of public transport in the city centre increased traffic flows on the inner ring road, which already experiences significant congestion.

Further consideration of affordability, deliverability and benefits

61. Further information regarding the funding of transport over the last ten years and the future for transport funding is contained at Annex D

Other considerations

Induced traffic

62. Any measures to reduce congestion have the potential to enable traffic to move faster, and therefore can induce more traffic, thus reducing the benefits. Any measures that reduce traffic, or growth will need other associated measures to 'lock-in' the benefits attained.

Other development opportunities

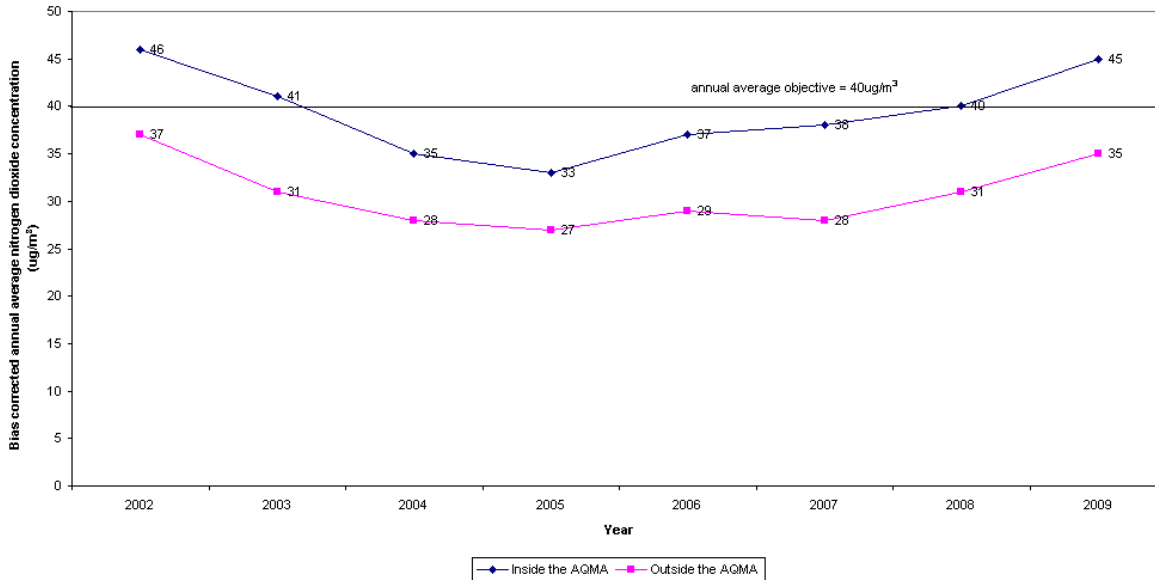
63. In addition to the planned growth rates in the LDF, other additional development may also take place either before or after the LDF is adopted. One such example is that of the proposed Community Stadium at Monks Cross and potentially a new swimming pool at Heslington East as part of the University of York's expansion. Both of these projects will have considerable impacts on the demand for travel, and hence traffic, over-and-above that of the LDF Core strategy, which may require mitigation measures and/or lead to a revision of the growth rates in the Core strategy.
64. It has not been possible to take account of the likely impacts of these developments in the assessment undertaken.

Greenhouse gas emissions and emissions harmful to health

65. The Climate Change Act imposed a legally binding target for the UK of an 80% reduction in greenhouse gas emissions by 2050. City of York Council has set an intermediate target of a 40% reduction by 2020. Transport is a significant contributor of Carbon Dioxide (CO₂) and developments in engine/fuel technology have reduced, and will continue to reduce vehicles' emission levels. However, these improvements are likely to be offset by traffic growth.
66. Whilst CO₂ emission reductions have been realised through engine/fuel technology improvements, these same Improvements have, perversely, been at the expense of increasing the level of pollutants, such as oxides of Nitrogen, that are harmful to health. In York this has resulted in deteriorating air quality, which despite achieving some improvements during the period of LTP1 and the early part of LTP2, has now breached health-based exceedence levels for Nitrogen Dioxide (NO₂), as shown in Figure 1. In 2002 York's first Air Quality Management Area (AQMA) was declared and in 2010 a further AQMA, in Fulford, was declared.
67. Continued traffic growth in the future (and peak spreading) will, unless a major reduction in vehicle emissions is achieved, result in a further deterioration in air

quality and is likely to see more AQMAs being declared. It can also lead to a further deterioration in the general 'quality of life' in the city.

Figure 1 - Rising concentrations across the AQMA



Proposed approach

68. The proposed approach can be summarised as:

- Pursue the completion of Access York Phase I and James Street Link Road Phase II before 2016.
- Implement a sustained travel behaviour change programme commencing in the 2011/2012 financial year.
- Implement the low – cost transport infrastructure and service improvements to support the travel behaviour change programme
- Pursue the enhanced Access York Phase II project for completion by 2026 at the latest (preferably by 2021).

69. It is also important to consider York's role and influence within the wider area, particularly as it is likely to draw more of its workforce from neighbouring authority areas such as East Riding and other nearby towns such as Selby. The strategic aims for transport within the emerging LTP3, for which a 'Draft Framework LTP3' has been released for public consultation, are:

- Provide Quality Alternatives to the Car
- Provide Strategic Links
- Implement Behavioural Change
- Tackle Transport Emissions
- Improve the Public Realm

70. It is likely, that in the longer-term an overall package of measures, covering a wide variety of modes (similar to as shown in Annex B) will be set-out in LTP3 to deliver improvements in relation to these aims, whilst enabling the desired spatial growth

established in the LDF Core Strategy and delivering value for money at whatever level of funding becomes available.

Corporate Objectives

71. Assessing and mitigating the transport implications of the Core Strategy has the potential to contribute towards the delivery of all the Corporate Priorities through guiding the core Strategy policies and actions, which aim to make York:
- A Sustainable City
 - A Thriving City
 - A Safer City
 - A Learning City
 - An Inclusive City
 - A City of Culture
 - A Healthy City

Implications

72. This report has the following implications:
- **Financial** – None
 - **Human Resources (HR)** – None
 - **Equalities** – None
 - **Legal** – None
 - **Crime and Disorder** – None
 - **Information Technology (IT)** – None
 - **Property** – None
 - **Sustainability** – None
 - **Other** – None

Risk Management

73. In compliance with the Council's Risk Management Strategy, there are no risks associated with the recommendations of this report.

Recommendations

74. That the Local Development Framework Working Group is recommended to:
- i. Note the content of the report.

Reason: To enable the transport implications and transport investment requirements to be taken into account in preparing the Local Development Framework Core Strategy.

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Transport
City Strategy

Report Approved



Date 22/10/2010

Wards Affected

All



For further information please contact the author of the report

Background Papers:

None

Annexes

- Annex A Suggested mitigation interventions, costs and delay benefits
- Annex B Local Development Framework transport measures up to 2026
- Annex C Assessment of modal change required to achieve various levels of reduction in future traffic growth
- Annex D Further consideration of affordability, deliverability and benefits

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Annex A Suggested mitigation interventions, costs and delay benefits

Intervention	Equivalent change in flow (capacity increase/decrease or vehicle trip increase/decrease)			Impact of LDF Development and Intervention Measures (Cost of Congestion/Delays)			Cost of Intervention up to 2026 (2010 Baseline)			
	Relative to 2008 Baseline			Relative to 2008 Baseline			Revenue Cost	Revenue Cost	Capital Cost	Total Cost (2011-2026)
	2016	2021	2026	2016	2021 (inc AYP1)	2026 (inc AYP1)	£m/Year	£m 15 Years	£m	£m
Vehicular Trips am Peak	42604	44950	48398	42604	44950	48398				
Increase in Number of Trips	9%	14%	23%	9%	14%	23%				
Do Nothing - Indicative Cost of Congestion Total £m (2008 Base =£37m)				56	78	104				
Do Nothing - Indicative Cost of Congestion % Increase				54%	113%	183%				
Protection Measures (Residential Areas)				0%	10%	25%	0.0	0.0	1.0	1.0
Access Restraint (City Centre)				0%	5%	10%	0.0	0.0	1.0	1.0
Infrastructure (Capacity Improvements) Basic ORR (Access York Phase 2), James St. Link etc.				-5%	-19%	-31%	0.0	0.0	35.0	35.0
Infrastructure (Capacity Improvements) Enhanced ORR, James St. Link etc.				-5%	-45%	-73%	0.0	0.0	100.0	100.0
Access York Phase 1				-4%	inc.	inc.	0.0	0.0	25.0	25.0
Infrastructure (Sustainable Travel) Park & Ride, Cycle Network, Bus Priorities	-1%	-2%	-3%	-6%	-12%	-21%	0.1	1.5	30.0	31.5
Use of Peak Shoulders (7:00-8:00, 9:00-10:00, 16:00-17:00, 18:00-19:00)	-3%	-4%	-5%	-18%	-24%	-35%	0.1	1.5	0.0	1.5
Smarter Choices (Behavioural Change, Sustainable Travel promotion, bus subsidy etc.)	-2%	-4%	-6%	-12%	-24%	-42%	0.7	10.5	0.0	10.5
After Mitigation (No ORR Upgrade)				14%	68%	120%	0.9	13.5	57.0	70.5
After Mitigation (Basic ORR (Access York Phase 2))				9%	49%	89%	0.9	13.5	92.0	105.5
After Mitigation (Enhanced ORR)				9%	23%	47%	0.9	13.5	157.0	170.5
Modelled										
Estimated										
	Extent of Works			2016		2021		2026		
Infrastructure (Capacity Improvements) Basic ORR (Access York Phase 2), James St. Link etc.	Upgraded roundabouts Wetherby Road to Strensall			A19 roundabout upgraded, A59 roundabout upgraded with Access York Phase 1,		All roundabouts upgraded (enlarged diameter and additional approach and exit lanes		As 2021		
Infrastructure (Capacity Improvements) Enhanced ORR, James St. Link etc.	Upgraded roundabouts Wetherby Road to Strensall + Grade Separated Junctions at A59, Millfield Lane & A19 + Dual Carriageway Wetherby Road to Clifton Moor			A19 roundabout upgraded, A59 roundabout upgraded with Access York Phase 1,		+ Grade Separated junctions at A19, Millfield Lane & A59. Dual Carriageway from Wetherby Road to Clifton Moor		As 2021		

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Local Development Framework Transport Measures up to 2026								
Intervention	Revenue /Year	Revenue to 2021	Revenue 2021-2026	Capital to 2021	Capital 2021-2026	Total to 2021	Total to 2026	Comments
	£m		£m		£m		£m	
Road Capacity Improvements								
James Street Link Road Phase 2				0.5	0.0	0.5	0.5	LTP contribution to Foss Basin Master Plan
Junction Enhancements (exc. ORR)				2.5	0.5	2.5	3.0	Improve junction capacity& Safety eg. Crichton Avenue/Wigginton Road
Technology improvements				1.0	0.5	1.0	1.5	Traffic Signal/ Variable Message Signs etc.
Public Transport								
Bus Priorities				2.0	1.0	2.0	3.0	Corridor upgrades (e.g.Clarence Street, A19N, Acomb Rd)
Bus Stop enhancements in City Centre				0.5	0.5	0.5	1.0	Upgrade 20 stops at £50k each
Technology improvements				0.5	0.0	0.5	0.5	BLISS/ Real Time Equipment
Orbital Bus Service	0.5	5.0	2.5	1.5	2.0	6.5	11.0	£0.5m/yr revenue support for 10 buses
Haxby Station				0.5	0.0	0.5	0.5	£7.2m Total cost (Originally assumed to be fully funded by DfT/Network Rail)
Cycling/Walking								
New Cycling/Walking bridge over river Ouse in City Centre				5.0	0.0	5.0	5.0	Scarborough Bridge Replacement (Guildhall Bridge Estimate £3.3m in 2003)
Core Cycle Network Improvements				3.0	1.0	3.0	4.0	10km at £400/m Strensall Road to Clifton Moor, Routes through City Centre, Cycle Parking etc.
Cycle Network - Links to villages				2.0	2.0	2.0	4.0	20km off road at £200/m (Strensall to Huntington, Rufforth to Acomb, Wheldrake to University etc.)
Safety & Accessibility								
Safe Routes to School				1.0	0.5	1.0	1.5	Completion of Programme (£100k/year)
Citywide Safety Improvements.				1.0	0.5	1.0	1.5	Continuation of programme -£100k/Year
Accessibility to services				1.0	0.5	1.0	1.5	Cycle Parking, Bus Routes improvements etc.
Economic Vision								
Car Free City Centre Measures				1.0	0.5	1.0	1.5	Route Closures/Public Realm Enhancements
Low Emission Strategy (Transport)				0.5	0.5	0.5	1.0	Electric Vehicles Plug in Points, Removal of traffic from sensitive areas, etc.
Smarter Choices Programme	0.4	4.0	2.0			4.0	6.0	£5/Household per Year. Travel Planning, Marketing, Promotions etc.
Minimising Development Impact								
Residential Protection Measures				0.5	0.5	0.5	1.0	Provision of rising bollards, traffic calming etc.
Total	0.9	9.0	4.5	24.0	10.5	33.0	48.0	
Major Schemes								
Access York Phase 1 (Park & Ride)	0.0	0.0	0.0	25.0	0	25.0	25.0	3 No. Park & Ride sites + A59/A1237 R/B + Bus Priorities
Access York Phase 2 (Outer Ring Road)	0.0	0.0	0.0	35.0	0	35.0	35.0	At grade roundabout improvements

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Table C1 Projected future trips by mode for people usually travelling to work

	People aged 16-74 in York in employment who usually travel to work by:											
	WFH	Lt. rail	Train	'bus'	PTW	Drive car/van	Pass. Car/van	'taxi'	bicycle	On foot	Other ^a	Total
2001 number	6,871	57	1,343	6,313	1,531	42,065	4,799	440	10,508	13,049	329	87,305
2016 increase.	1,388		271	1,275	309	8,495	969	89	2,122	2,635	78	17,632
2016 number	8,259		1,614	7,588	1,840	50,560	5,768	529	12,630	15,684	464	104,937
2016 % increase	20.20		20.20	20.20	20.20	20.20	20.20	20.20	20.20	20.20	41.02	20.20
2021 increase.	1,651		323	1,517	368	10,109	1,153	106	2,525	3,136	93	20,980
2021 number	8,522		1,666	7,830	1,899	52,174	5,952	546	13,033	16,185	479	108,285
2021 % increase	24.03		24.03	24.03	24.03	24.03	24.03	24.03	24.03	24.03	45.52	24.03
2026 increase.	1,896		371	1,742	423	11,609	1,324	121	2,900	3,601	107	24,095
2026 number	8,767		1,714	8,055	1,954	53,674	6,123	561	13,408	16,650	493	111,400
2026 % increase	27.60		27.60	27.60	27.60	27.60	27.60	27.60	27.60	27.60	49.71	27.60
Overall Modal Split (i.e. new plus existing)												
All Target Years	7.87%		1.54%	7.23%	1.75%	48.18%	5.50%	0.50%	12.04%	14.95%	0.38%	100.00

Notes

- a Lt. rail incorporated into 'other' in years following 2001
b WFH = Work from Home, 'bus' includes coach, PTW = powered two wheelers (motorcycle/scooter/moped) and 'taxi' includes private hire

Table C2 Changes in modal split to effect 'capping' of future 'Driving a car or van to work' trips'

	Modal split (%) for total trips at various levels of capping 'Driving a car or van to work trips' for People aged 16-74 in employment who usually travel to work by:											
	WFH	Lt. rail	Train	'bus'	PTW	Drive car/van	Pass. Car/van	'taxi'	bicycle	On foot	Other ^a	Total
2001 number	7.87	0.07	1.54	7.23	1.75	48.18	5.50	0.50	12.04	14.95	0.38	100
For 5% reduction in 'Driving a car or van' to work trips												
2001 - 2016	7.58		1.39	7.26	1.83	47.78	5.36	0.54	12.75	15.04	0.49	100
2001 - 2021	7.59		1.40	7.26	1.85	47.71	5.36	0.54	12.74	15.06	0.49	100
2001 - 2026	7.59		1.41	7.26	1.83	47.66	5.38	0.54	12.76	15.10	0.49	100
For 10% reduction in 'Driving a car or van' to work trips												
2001 - 2016	7.62		1.43	7.28	1.88	47.37	5.41	0.56	12.75	15.20	0.50	100
2001 - 2021	7.63		1.43	7.29	1.89	47.25	5.45	0.56	12.78	15.23	0.50	100
2001 - 2026	7.64		1.43	7.29	1.90	47.14	5.46	0.57	12.81	15.27	0.49	100
For 25% reduction in 'Driving a car or van' to work trips (i.e. remove 1 in 4 new trips)												
2001 - 2016	7.77		1.54	7.35	1.99	46.16	5.67	0.59	13.07	15.35	0.50	100
2001 - 2021	7.87		1.59	7.37	2.03	45.85	5.74	0.59	13.08	15.38	0.50	100
2001 - 2026	7.97		1.64	7.39	2.07	45.58	5.79	0.59	13.09	15.38	0.50	100
For 105% reduction in 'Driving a car or van' to work trips (i.e. small reduction in overall traffic)												
2001 - 2016	8.20		1.72	7.74	2.19	39.68	6.19	0.67	15.51	17.59	0.50	100
2001 - 2021	8.50		1.75	7.82	2.20	38.38	6.19	0.69	15.74	18.23	0.50	100
2001 - 2026	8.80		1.80	7.89	2.20	37.24	6.24	0.72	16.05	18.58	0.50	100

Table C3 Projected increase in other modes for 25% reduction in 'Driving a car or van' to work trips for people usually travelling to work

	People aged 16-74 in York in employment who usually travel to work by:											
	WFH	Lt. rail	Train	'bus'	PTW	Drive car/van	Pass. Car/van	'taxi'	bicycle	On foot	Other ¹	Total
2001 number	6,871	57	1,343	6,313	1,531	42,065	4,799	440	10,508	13,049	329	87,305
2016 number.	8,150		1,620	8,386	2,090	51,485	5,950	620	13,720	16,112	525	108,658
2016 increase	1,279		277	2,073	559	9,420	1,151	180	3,212	3,063	139	21,353
2016 % increase	18.61		20.63	32.84	36.51	22.39	23.98	40.91	30.57	23.47	59.71	24.46
2021 number.	8,520		1,720	8,696	2,200	52,891	6,220	640	14,168	16,651	542	112,249
2021 increase	1,649		377	2,383	669	10,826	1,421	200	3,660	3,602	156	24,944
2021 % increase	24.00		28.07	37.75	43.70	25.74	29.61	45.45	34.83	27.60	64.80	28.57
2026 number.	8,880		1,830	9,080	2,310	54,637	6,450	660	14,580	17,137	558	116,123
2026 increase	2,009		487	2,767	779	12,572	1,651	220	4,072	4,088	172	28,818
2026 % increase	29.24		36.26	43.84	50.88	29.89	34.40	50.00	38.75	31.33	69.54	33.01%

Further consideration of affordability, deliverability and benefits

Transport investment 2001-2011

1. Over the last 10 years (2001-2011) approximately £50m of capital funding (excluding maintenance) has been spent by the city council on improving transport provision in the city. The majority of the funding has come from Government grants through the Local Transport Plan process and other grants for specific projects such as the Urban Traffic Management Control system. A further £5.5m of funding from developer contributions has been used for transport improvements. The most significant part-development funded scheme during the period was the construction of the first phase of James St. Link Road. Transport masterplans for the Monks Cross and Foss Basin areas were developed to determine improvements to mitigate against the effect of developments in these areas of the city and to apportion costs on a trip generation basis.
2. Funding has been used for a variety of improvements to meet the council's transport vision to develop a sustainable and integrated transport system for the city. Over 70% of the funding over the last 10 years has been used to deliver the necessary infrastructure to encourage sustainable travel. The remainder of the funding was used to progress schemes to increase road capacity by the use of technology and to upgrade junctions on the northern outer ring road.
3. The city has one of the most successful Park & Ride services in the country, providing over 3,700 parking spaces with frequent services to the city centre. The opportunities presented for cycling and walking by the flat terrain and relatively compact urban area have been maximised by investing in a citywide cycle network. It is anticipated that the infrastructure and softer measures implemented using the Cycling City grant since 2008 will further increase the high cycling levels in the City.
4. The capital investment has helped to keep peak hour traffic levels in the city centre fairly constant, despite pressures from increasing car ownership, changing work patterns and development.

Future investment option costs and benefits

5. The levels of existing congestion and limited space available for providing additional road capacity means that options which enable sustainable access to developments must be promoted. To free up road capacity to accommodate growth the way the existing population move around the city will also need to change. Modal shift programmes can be cost effective in reducing vehicular trip numbers but require revenue funding to sustain them over the long term.
6. Both local and citywide transport improvements will be needed to enable the level of proposed development to be accommodated. Localised transport improvements will be required to mitigate the direct impact of additional traffic on the immediate local network. In addition the cumulative effect of traffic increases across the city will also need to be addressed.

7. A significant proportion of the funding required to deliver the mitigation measures for both of these impacts will need to be sourced from the developers of proposed sites. With the expected reduction in grant funding over the next 5-10 years it is anticipated that funds from the council for transport improvements will be substantially lower than has been available in recent years and the availability of funding for transport major schemes is expected to be significantly reduced.
8. Developer contribution has been successful in achieving local mitigation through the highways development control system (S106 payments). Where it is less successful is in achieving area-wide contribution towards the cumulative impact of development. There is perhaps an opportunity to introduce a formula based approach for contributions which would result in a higher overall level of contribution from developers to area wide schemes.
9. It is estimated that the cost of the basic Access York Phase II (at grade enhancements to all of the roundabouts along the route) would be approximately £35m. This lower level intervention has a high indicative benefit to cost ratio of over 2.5 indicating that a future funding bid to the Department for Transport is more likely to be successful. More significant upgrades involving dualling of sections or all of the ring road with grade separated junctions at some or all of the roundabouts would cost between £100m and £200m with benefit to cost ratios below 1.0. Schemes at the highest level of expenditure and low value for money (e.g. full dualling with full grade separation) are unlikely to be funded from government sources.
10. Furthermore, with the high level interventions there is a significant risk that additional trips will be generated by the improved route which would have considerable air quality and greenhouse gas implications.
11. Members may wish to consider how much reliance on mitigating traffic impacts should be placed on ORR infrastructure improvements and whether greater emphasis should be placed on sustainable travel and smarter measures.
12. Initial set-up costs for a freight transshipment centre could be in the order of £5 million. A recent survey of businesses undertaken as part of the 'dialogue' for LTP3 showed 46% of the 75 businesses responding in favour of a transshipment centre, with 24% against.
13. An estimate of the level of investment necessary for expanding the cycle network (as advised to the Traffic and Congestion Ad-hoc Scrutiny Committee) is in the order of £6.5 - 23 million over 10 years, depending on the extent of the expansion. A mid-range estimate of approximately £13 million has been assumed for the purposes of this assessment.
14. An estimate of the level of investment necessary for improving public transport services, infrastructure and information (as advised to the Traffic and Congestion Ad-hoc Scrutiny Committee) is in the order of £30 - 41 million over 10 years. For the purposes of this analysis, a slightly less expansive, but more deliverable, £16 million investment package has been assumed.

15. The estimated overall costs for implementing the Sustainable Travel Towns measures were £10 per person, per year, with a direct benefit to cost ratio (BCR) in the order of 4.5. The report authors concluded that this evidence was sufficient to justify a substantial expansion of 'smarter choices'. An estimate of the level of investment necessary (as advised to the Traffic and Congestion Ad-hoc Scrutiny Committee) is in the order of £2.5 million over 10 years. If the level of expenditure in the sustainable travel towns is applied in York this would equate to approximately 1.95m per year (19.5m overall). As York has a relatively high 'sustainable travel' base a lower but sustained level of investment of £400,000 per year (approximately equivalent to £5 per household) has been assumed.
16. The full implementation costs of a Tram-Train system could be in the order of £120 million.

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Local Development Framework Working Group**1st November 2010**

Report of the Director of City Strategy

LDF Core Strategy**Summary**

1. This report follows on from the report considered by Members on the 4th October which highlighted a series of issues relating to the Core Strategy arising from the changing policy context, specifically seeking Members' views on potential alterations to the spatial strategy component of the LDF Core Strategy. At the meeting Members raised questions relating to the potential impact of different approaches on affordable housing levels. Questions were also raised relating to the levels identified on some potential housing sites and the likely 'soundness' of the plan. This report considers these points and requests a view from Members on the most appropriate way forward.

Background

2. The report presented on the 4th October considered the issues below. Each of which is then considered further in light of the issues arising at the meeting.
 - The level of future housing
 - The level of future employment land provision
 - Options for identifying the extent of York's Green Belt

The Level of Future Housing

3. As previously reported Arup were commissioned to consider the level of population and household growth that should form the basis of future housing provision in York and its wider area. They considered a wide variety of factors and concluded that an appropriate annual average would be 780 – 800 dwellings a year. These figures compare to an average level of completions of 741 per annum over the last 10 years, and a five year average of 637 pa reflecting the more recent effects of the recession. Since the UK recession started in 2008 completion levels have been 493 pa. Completion levels could be considered to provide an alternative way of considering future housing requirements; based on the actual level of house building activity that has taken place.

4. The potential supply of housing to meet future housing need arises from sites with consent, allocations without consent and sites identified through the Strategic Housing Land Availability Assessment (SHLAA). Potential sites falling into the latter two categories were reported to Members at the 4th October LDF Working Group. During the meeting concern was expressed regarding the potential capacity of some of the sites particularly former school sites. These have now been reconsidered to effectively provide a range and are highlighted in Annex A attached.
5. The housing figures included in Annex A are calculated with the overall aim of providing 70% houses and 30% flats on identified sites. This figure is taken from the SHMA and reflects the current position. Nevertheless this could change over the plan period to reflect emerging needs.
6. A number of changes form the basis of the low site assumptions set out in Annex A. The amended assumptions for Manor and Lowfield school sites are based on the building footprint and any hard standing, instead of 80% of the gross site area previously used. Similarly the capacity of the site to the north east of Nestle (Mille Crux) has been reduced to respond to Member's comments. The number of dwellings is now based on developing 30% of the site, rather than 50% as previously.
7. In addition, in producing a low scenario further consideration had been given to the densities applied to local service centres. In the previous report the figures used reflected the densities appropriate to suburban locations in the main urban area. Views expressed by parish councils suggest that densities closer to those used in the villages around York are more appropriate. In response to this the density rates at The Tannery, The Brecks and Princess Road in Strensall; and on the two sites at Mill Lane in Wigginton have been amended to 30 densities per hectare reflecting the rural density rates rather than 47 dph. Other sites in the local service centres remain unchanged as they have already been lowered to reflect specific site characteristics.
8. A number of other potential housing sites were commented on by Members on 4th October meeting, including Peel Street/Margaret Street Car Park; York Central; Askham Bar Park and Ride Car Park; Millfield Industrial Estate; and Monks Cross North. These have currently not changed and continue to be identified as housing sites in both scenarios. With regard to the park and ride site, this is identified in the ongoing work on the SHLAA as only being available in the medium to long term subject to the relocation of the park and ride facility in line with LTP3 and funding becoming available. It will be phased accordingly. It is important to stress that Members are not being asked to make decisions on the allocation of sites at this point. The information on sites is included to demonstrate the broad levels of growth that could be accommodated under different scenarios. In addition it is important that any approach taken builds in a level of flexibility.
9. The list of potential housing sites (Annex A) includes the reallocation of North of Monks Cross and Millfield Industrial Estate Wheldrake from employment to housing. Members may wish to consider the reallocation of other potential

employment sites (Annex B) subject to not compromising the overall supply of employment land.

10. Another element of the housing supply is windfalls. National guidance indicates that the inclusion of windfalls would not generally be considered appropriate; their inclusion in the land supply is therefore at risk. Following previous comments by Members and citywide consultation responses a potential approach to windfalls could be to include an allowance that reflects historic rates of completions on very small windfall sites (less than 0.2ha) and changes of use or conversions. Both of these sources are too small to be picked up in the SHLAA, but nevertheless are characteristic of the types of sites that have come forward in York in the past. Reflecting the spatial strategy settlement hierarchy and the focus of development on the main urban area and local service centres this allowance would equate to 169 windfalls a year (based on a 10 year trend in these areas).
11. Table 1 below summarises the overall housing supply position including its various component parts.

Table 1: Housing Supply

	High Scenario	Low Scenario
	Number of Dwellings	Number of dwellings
Allocated sites with permission	2436	2436
Unallocated sites with permission	1122	1122
Future Allocations	6844	6409

12. If the approach to windfalls set out in paragraph 10 were taken, then an allowance of 169 dwellings a year could be added to the housing supply. Any windfall allowance would be phased in over 18 months from 2012/13, to ensure adequate time for existing consents to be built out and thus avoiding the risk of double counting. At this level, windfalls would add 2282 dwellings to the supply over 15 years and 3127 dwellings over 20 years. Using the scenarios outlined in table 1 above, windfalls would form between 25% and 26% of the future supply (excluding sites with consent) over 15 years and between 31% and 33% over 20 years.

The Level of Future Employment Land Provision

13. As previously reported Arup were commissioned to consider the level of employment growth that should form the basis of future employment land provision in York and its wider area. The work undertaken by Arup considered whether previous growth predictions were right in light of the recession and public sector cuts. They concluded that 960 additional jobs per annum was a realistic average figure for the LDF period. Given the view expressed in Arup's work it seems appropriate to continue to use the previous forecasts of 1,000 jobs pa from the Employment Land Review. Table 2 below highlights the

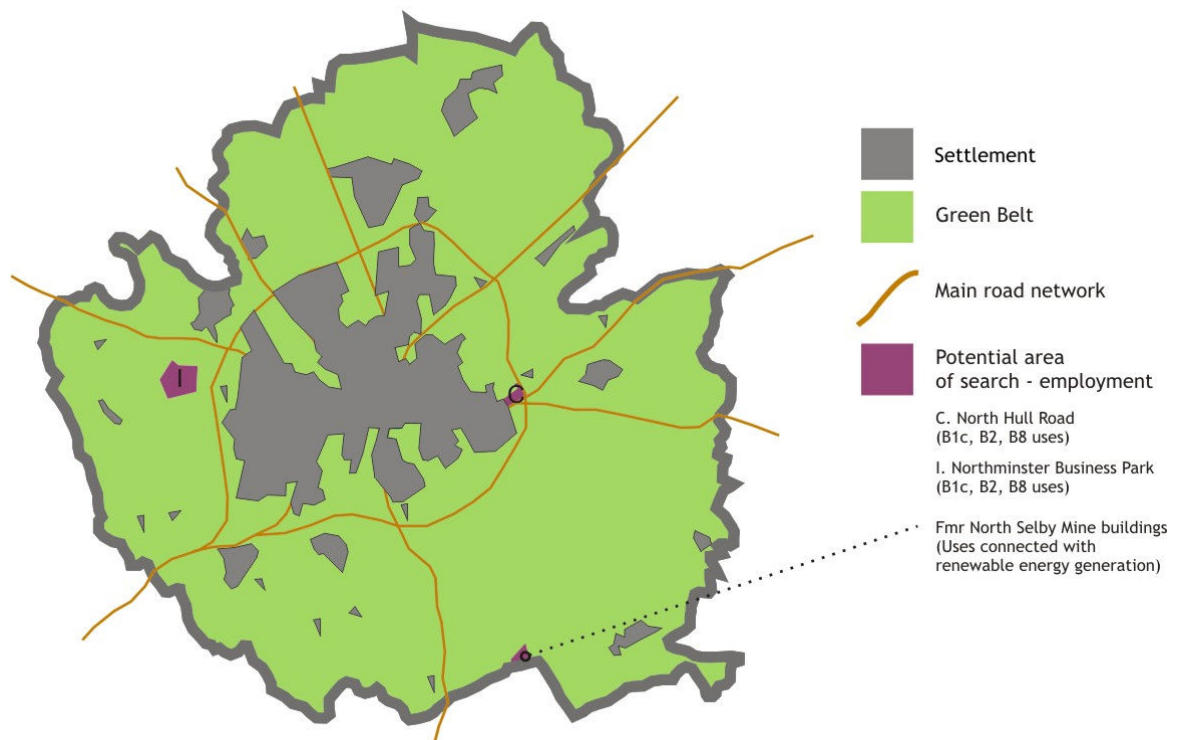
comparison of demand and supply in terms of quantity. A full list of employment sites making up these figures is provided for information as Annex B.

Table 2: A comparison of need and supply

Use Class	Net Land Requirements 2010 - 2026 ¹	Identified Supply
Offices B1(a)	9.03	25.2
Research and Development B1(b)	1.03	25
B1(c) , B2 & B8	17.74	21.06
Total	27.8	71.26

14. Although in purely quantitative terms the table highlights a potential over supply it was suggested by officers at the 4th October meeting that Members may consider allocating further land for employment as illustrated in Figure 1:

Figure 1: Additional Employment Land



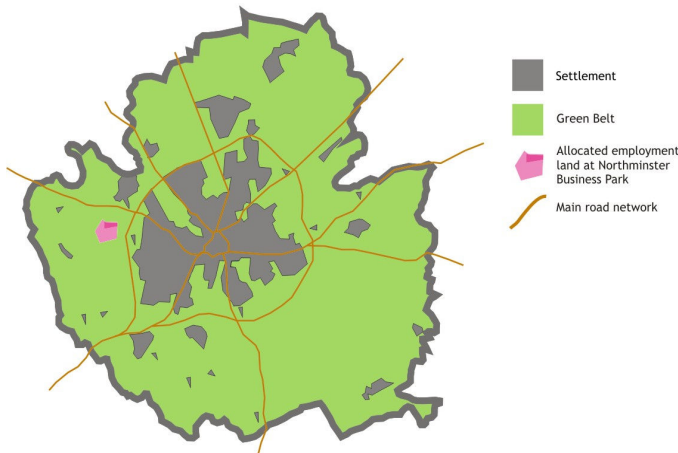
15. At the October meeting some Members expressed concern regarding the possibility of using the North Selby Mine site for the development of green technologies, for example the development of renewable energy. It was stated that the site was not suitable for general employment and concerns were expressed that if it were to be used for green technologies this could potentially lead to other employment developments.

¹ The Net figure includes an allowance for completions between 2006 and 2009.

16. In respect of Northminster (Area of Search I), Members stated that this is a very large area of ‘reserved’ land and that it might be prudent to retain some of that designation, but some questioned whether the whole of that area was needed. With regard to the Land to the North of Hull Road (Area of Search C) it was highlighted that the area exhibits evidence of ‘medieval ridge and furrow’ farming and provides separation between the main urban area and Murton. It was suggested that it should therefore be removed.

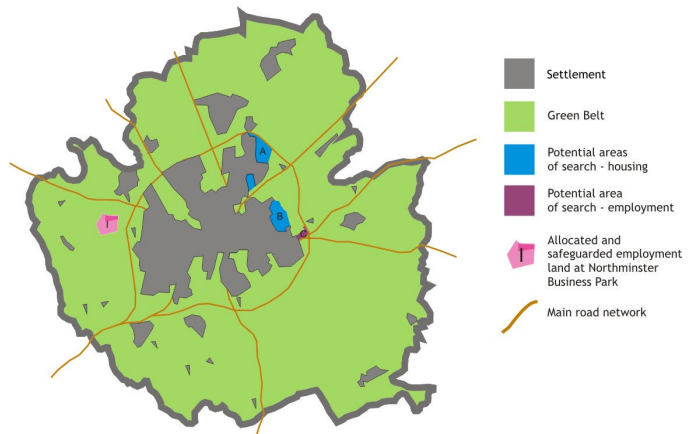
Options for identifying the extent of York’s Green Belt

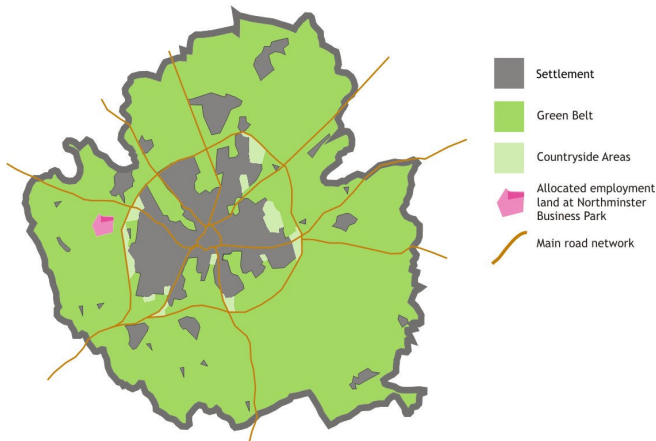
17. Four potential options were previously identified with regard to the future strategic approach to York’s Green Belt. These are summarised briefly below.



Option 1: Retaining the existing draft Green Belt in line with citywide consultation responses

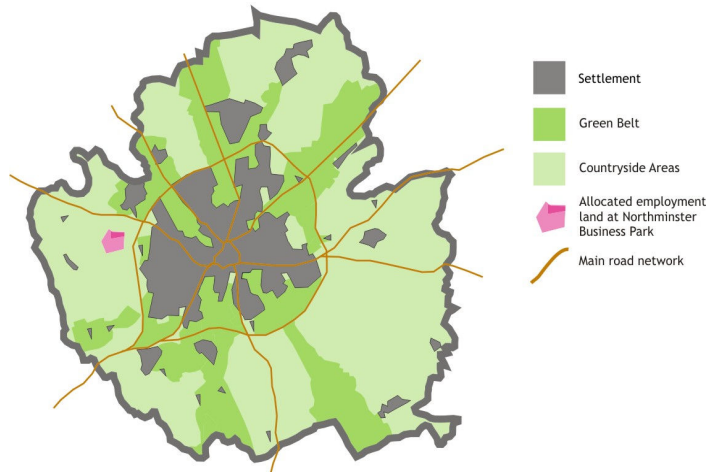
Option 2: Identify sufficient housing and employment land for at least 20 years, including areas of search as required (dependent on the responses to the issues highlighted above). Designating the remaining open land outside the built up areas as Green Belt.





Option 3: Identify sufficient housing and employment land for 15 years. Undertake to keep all land outside the built up areas open for at least the duration of the plan, using Green Belt for those areas outside the ring road, but designating areas that don't contribute to the historic character and setting of York within the ring road as Countryside Areas.

Option 4: Identify sufficient housing and employment land for 15 years. Undertake to keep all land outside the built up areas open for at least the duration of the plan i.e. 15 years. Recognising the Historic Character & Setting of York as the key objective of York's Green Belt, designate those areas identified as performing that role as Green Belt and the remainder as Countryside Areas.



Further Considerations

18. Options 1 and 2 above would effectively require the identification of at least a 20 year land supply for housing and employment to create a permanent Green Belt. Clearly in terms of Option 2 this could include land identified as potential areas of search for urban extension as part of an overall approach.
19. Option 3 and 4 would require the identification of a 15 year land supply for housing and employment. The Countryside Areas would effectively provide flexibility in terms of the land supply to ensure that Green Belt boundaries were permanent. It should be noted however that any decisions to re-designate Countryside Areas would require the support of Members in light of prevailing evidence at that time, a review of the plan, consultation and public examination.
20. Options 2, 3 and 4 could effectively provide for the level of housing identified by Arup and the additional employment land highlighted if Members were minded to follow that approach. Option 1, however, would effectively limit the housing levels to the currently identified supply. In considering this it is important flexibility is built into this process for non-delivery or lower delivery

on identified sites. Assuming that around two years supply is required to create flexibility and that York's Green Belt should endure at least 20 years following the adoption of the plan the average annual targets would be as set out in Table 3.

Table 3: Future Housing Supply

	Total Identified Supply	Average 20 years post adoption	Potential Annual Figure Building in 2 Years Flexibility
Scenario 1 (high)	13,529	644	588
Scenario 2 (low)	13,094	624	569

21. Paragraph 3 above highlights the historic average levels of completions on housing sites. The figures included in the final column of table 3 above could lead to the following delivery scenarios.

- The supply level included in scenario 1 (high) would broadly equate to 8 years at 493 dwellings per annum (3 year average completion rate) followed by 13 years at 637 dwellings per annum (5 year average completion rate).
- The supply level included in scenario 2 (low) would broadly equate to 10 years at 493 dwellings per annum (3 year average completion rate) followed by 11 years at 637 dwellings per annum (5 year average completion rate).

Affordable Housing

22. At the LDF Working Group on the 4th October Members requested further information on affordable housing levels as they relate to different growth scenarios. The proposed approach to affordable housing was the subject of a report to the LDF Working Group in July. At the meeting the overall approach utilising a dynamic model was endorsed but the need for further discussions with the developer community about the assumptions within it was highlighted. This will form the basis of a report to the LDF Working Group in November if we agree any changes to the assumptions and therefore percentage targets.

23. To allow the relative comparison of the different growth scenarios for housing, the assumptions included within the July report on affordable housing have been used.

24. These assumptions have been used to consider the last 5 years of consents. This has enabled officers to gain an understanding of the type and size of sites that could come forward in the future which could then be used to estimate a potential future level of affordable housing provision based on the following targets:

- 5 - 10 dwellings: 20%
- 11-14 dwellings: 25%

- 15 + dwellings (greenfield): 40%
- 15 + dwellings (brownfield): 25%

25. Using these targets, of the 4843 net additional dwellings given consent over the last 5 years, 1261 would be affordable housing units equating to 26% of the supply. On sites of less than 5 dwellings affordable housing would be provided through off site contributions and thus these have not been included within this calculation. However, it follows that there will be more financial contributions to affordable housing on small sites if more housing in general is built. To provide a means of relative comparison the overall percentage has then been applied to each of the future potential levels of housing minus the existing consents to allow the calculation of the net potential increase in affordable housing. The results of this comparison are set out in Table 4 below.

Table 4 – Net Potential Affordable Housing Provision

Average Annual Housing Target 2010/11 – 2030/31	Total Housing Provision 2010/11 – 2030/31	Additional Housing**	Net potential increase in affordable housing at 26%
800 (Arup high figure)	16,800	13,242	3,443
780 (Arup low figure)	16,380	12,822	3,334
588 (high scenario)*	12,348	8,790	2,285
569 (low scenario)*	11,949	8,391	2,182

* Relate to the levels of growth linked to Green Belt Option 1.

** Additional housing is total housing provision minus existing consents

Soundness

26. At the LDF Working Group issues were raised regarding whether the plan would be considered 'sound' by an inspector at examination. Potential challenges relating to the 'soundness' of the plan could be made relating to a range of factors, but the issues of 'Localism', 'Windfalls' and 'Permanence' of the Green Belt are most pertinent to Members consideration of this report. These are considered in more detail below.

Localism

27. As previously reported 'Localism' is a key feature of the newly formed Coalition Government's policy agenda. This policy approach essentially commits the Government to implementing an approach that is underpinned by the principles of localism providing for a '...fundamental shift of power from Westminster to people...giving new powers to local councils, communities,

neighbourhoods and individuals². In terms of planning, this has led to the abolition of Regional Spatial Strategies (RSS's) returning decision making powers on housing and planning to local authorities. There remains uncertainty however regarding the application of localism and what this means for decision making. The draft Decentralisation & Localism Bill introduced in the Queen's speech in May is likely to be published in Autumn 2010 and is scheduled to be passed in November 2011.

28. A range of views have been expressed through consultation that are relevant to the issues highlighted within this paper as reported to the LDF Working Groups in January and April 2010. In summary the views expressed during the citywide consultation on the Core Strategy Preferred Options document included the following relevant points:

- 90% of respondents supported the key constraints used to help shape the spatial strategy relating to green infrastructure, flood risk and historic character and setting, whilst 10% did not;
- 43% of respondents felt that York's economy should grow by 1000 jobs per year and 9% by more than this amount. 48% felt the number of jobs should be lower;
- 58% of respondents felt that we should be building less than 850 new homes a year, 33% agreed that 850 new homes per year should be built, whilst 9% felt it should be higher;
- around 60% of respondents felt that land should not be identified in the draft green belt for housing or employment. However, if we had to identify land in the draft green belt for housing, 67% of respondents felt that Areas A and B would be most suitable. 58% of respondents believed that Area C was suitable for industrial and distribution employment, whilst 41% agreed that Area I was suitable; and
- 77% of respondents agreed that we should be allowed to include a higher level of windfalls in the plan, whilst 23% disagreed.

29. The relative weight to be given to 'Localism' has yet to be established through public inquiry and in case law. It is clearly a key aspect of national policy although changes have yet to be made to planning guidance and statute. The revocation of RSS is currently the subject of legal challenge and the Communities and Local Government Select Committee has launched an inquiry into the abolition of RSSs. The Committee will be focussing particularly on the implications for house building in the absence of regional targets. The inquiry is expected to take place during the Autumn.

Windfalls

30. National guidance states that as part of the 15 year supply local authorities should identify specific deliverable sites to deliver housing in the first 10 years of the plan, and where possible for years 11-15. As highlighted in paragraph 10 above the inclusion of windfalls in the land supply is therefore at risk. It is however likely that windfalls of all sizes will continue to come forward in York

² The Coalition: Our Programme for Government, HM Government, May 2010, Page 11

over the plan period. Also the approach described above would involve the inclusion of an allowance for small windfalls only i.e. sites below the thresholds for the inclusion as allocations and in the SHLAA. Nevertheless there remains a risk that an inspector will not allow the inclusion of windfalls when the plan is considered at examination, reducing the potential housing supply. As a fundamental element of the strategic plan, an Inspector could consider such a strategy to be 'unsound'.

Permanence

31. An essential characteristic of Green Belts is their permanence. Once the general extent of a Green Belt has been approved it should only be altered in exceptional circumstances. It is therefore of key importance there is sufficient land outside the Green Belt to meet York's long term planned needs for housing and employment. It is therefore essential that sufficient flexibility is built into the plan to allow for unforeseen changes.
32. With regard to this issue the Inspector for the City of York Local Plan Inquiry (1999) indicated support for a Green Belt life of at least 20 – 25 years. In addition, Government Office for Yorkshire and the Humber comments on the Core Strategy Preferred Options document highlighted that, when local planning authorities prepare new local plans, any proposals affecting Green Belts should be related to a time-scale which is longer than that normally adopted for other aspects of the plan. They should satisfy themselves that Green Belt boundaries will not need to be altered at the end of the plan period. In planning for 20 years this is potentially the minimum interpretation of 'Permanence' and could be open to challenge particularly if the level of proposed flexibility is considered inadequate.

Options

33. The recommendations of the LDF Working Group are sought on the issues highlighted below in light of the 4th October report and the additional information included within this report.

Issue 1: The level of future housing

- What should the LDF Core Strategy use as a target for future housing?
- Should an allowance for small windfalls be included in the housing supply?

Issue 2: The level of future employment land provision

- Should the LDF Core Strategy include the target of approximately 1,000 jobs a year?
- Should the LDF allocate Areas C, I and North Selby Mine for employment?

Issue 3: Options for identifying the extent of York's Green Belt

- Option 1: Retaining the existing draft Green Belt in line with citywide consultation responses;

- Option 2: Identify sufficient housing and employment land for at least 20 years including areas of search as required (dependent on the responses to the issues highlighted above). Designating the remaining open land outside the built up areas as Green Belt;
 - Option 3: Identify sufficient housing and employment land for 15 years. Undertake to keep all land outside the built up areas open for at least the duration of the plan using Green Belt for those areas outside the outer ring road but designating areas that don't contribute to the historic character and setting of York within the ring road as Countryside Areas; or
 - Option 4: Identify sufficient housing and employment land for 15 years. Undertake to keep all land outside the built up areas open for the at least the duration of the plan i.e. 15 years. Recognising the Historic Character & Setting of York as its key objective of York Green Belt, designate those areas identified as performing that role as Green Belt and the remainder as countryside.
34. With regard to the issue of 'soundness' highlighted above a further potential option for Members to consider would be the benefits of seeking legal advice prior to the submission of the Core Strategy. This could include the future role of the plan as the basis for making development control decisions. It may also be possible to approach the Planning Inspectorate for an informal view on the plan.

Next Steps

35. Members' recommendations on the issues set out in this report will be used as a basis for finalising the LDF Core Strategy pre-submission document. This will involve discussions with key consultees, such as the Highways Agency and English Heritage.
36. Officers will then prepare a final report for the Working Group to consider. This will include the full Core Strategy pre-submission document as well as the Sustainability Appraisal and other supporting documents.

Corporate Priorities

37. The Core Strategy has the potential to contribute towards the delivery of all the Corporate Priorities through its policies and actions. It will aim to make York a:
- Sustainable City
 - Thriving City
 - Safer City
 - Learning City
 - Inclusive City
 - City of Culture
 - Healthy City

Implications

38. The following implications have been assessed:

- **Financial** – None
- **Human Resources (HR)** - None
- **Equalities** - None
- **Legal** - None
- **Crime and Disorder** - None
- **Information Technology (IT)** - None
- **Property** - None
- **Other** – None

Risk Management

39. In compliance with the Council's Risk Management Strategy, there are no risks associated with the recommendations of this report.

Recommendations

40. That Members:

- (i) Instruct Officers on the future approach to be taken through the LDF Core Strategy relating to the following issues:
 - The level of future housing
 - The level of future employment land provision
 - The options for identifying the extent of York's Green Belt:

Reason: To help progress the LDF Core Strategy to its next stage of development.

- (ii) Instruct Officers to seek legal advice with regard to the issue of the 'Soundness' of any proposed future approach for the LDF Core Strategy.

Reason: To help progress the LDF Core Strategy to its next stage of development.

Contact Details

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**Report
Approved**

Date

22/10/10

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Annexes

Annex A: Known Sites and Potential Sites Identified through the SHLAA High and Low Scenarios

Annex B: Employment Sites

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Annex A: Known Sites and Potential Sites Identified through the SHLAA High and Low Scenarios

SHLAA Ref.	Site	Number of Dwellings (High)	Number of Dwellings (Low)
Unallocated Sites With Permission		1122	1122
Allocated Sites with Permission			
130	York College, Tech Site	313	313
119	Germany Beck	700	700
126	Minster Engineering	57	57
115	Hungate	557	557
128	The Croft Campus Heworth Green	55	55
127	Birch Park	193	193
334	Kennings Garage	19	19
120	Bonding Warehouse	2	2
106	Metcalfe Lane	540	540
Allocated Sites without Permission			
3	156b Haxby Road	15	15
116	Castle Piccadilly	20	20
117	Area North of Trinity Lane	31	31
118	Peel Street/Margaret Street Car Park	34	34
121	Burnholme WMC, Burnholme Drive	23	23
125	Reynard's Garage	12	12
129	10-18 Hull Road	43	43
40	Heworth Green South/Frog Hall Site	72	72
Potential Sites Identified in the SHLAA			
20	York Central	1780	1780
13	British Sugar	1250	1250

140	Terry's	395	395
276	Nestle South	235	235
15a	Former Bio-Rad Premises Haxby Road	153	153
54	Land at Frederick House East of Fulford	31	31
91	Land at Cherry Lane	16	16
108	Heworth Family Centre, Sixth Avenue	16	16
111	Askham Bar Park and Ride Car Park	68	68
150	Manor CE Secondary School, Low Poppleton Lane	141	45
151	Lowfield Secondary School, Dijon Avenue	183	96
195	Former Citroen Dealership - Lawrence Street	29	29
223	The Tannery, Sheriff Hutton Road, Strensall	94	60
29	Millfield Industrial Estate Wheldrake (1)	46	46
62	The Grange, Huntington Road	110	110
89	Land at Mill Mount	23	23
93	Rear of 62 Mill Lane, Wigginton	10	7
101	Land at Blairgowerie House, Main Street, Upper Poppleton	21	21
135	Council Depot, Beckfield Lane, Acomb	20	20
156	1 - 9 St Leonard's Place	25	25
219	22 Princess Road, Strensall	21	14
231	Land at Bootham Crescent	88	88
278	Site off Water Lane, Clifton	18	18
309	Yearsley Bridge Centre	53	53
202	Land to R/O 20a and 22 Mill Lane Wigginton	13	8
193	Barbican Centre	94	94
15b	Site to the North East of Nestle	367	187

277	Sutton Way/Lilbourne Drive	25	25
327	Former Garage 172 Fulford Road	13	13
225	Safeguarded Land Brecks Lane Strensall	150	127
18	Land West of Grimston Bar (Safeguarded Land)	254	254
21b	Monks Cross North	591	591
329	Our Lady's RC Primary School Windsor Garth	69	69
330	Sessions Factory Huntingdon Road	76	76
332	Millfield Industrial Estate Wheldrake (2)	99	99
333	ATS Euromaster 110 Layerthorpe	17	17
	Total	10,402	9,967

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Annex B: Potential Employment Sites**Table 1: B1(a) Office Sites**

Site	Site Size (ha)
York Central	2.2
Hungate	0.48
Land Adjacent to Norwich Union	0.41
Terry's	1
British Gas	0.25
Omega 1	1.04
Southern Part of Nestle Factory	2
Land South of Great North Way YBP	1.37
Land North of Great North Way YBP	1.81
Land North of Monks Cross Drive	2.17
Vanguard	12.47
Total Supply	25.2

Table 2: B1(b) Research and Development Site

Site	Site Size (Ha)
Heslington East	25
Total Supply	25

Table 3: B1(c), B2 & B8 Light and General Industry, Storage and Distribution Sites

Site	Site Size (ha)
James Street	0.44
YBP Land forming SE	2.1
North Minster BP	14
Land SE of Murton Industrial Estate	0.45
Elvington Industrial Estate	1
Elvington Airfield Industrial Estate	0.87
Holgate Park	2.2
Total Supply	21.06

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