

# York Central Community Forum

Date: **Wednesday 13 June 2018**  
 Time: **17.30 – 19.30**  
 Place: **Mallard Suite, National Railway Museum**

## In attendance

NAME	ORGANISATION
<b>INDEPENDENT CHAIR</b>	
The Very Revd Vivienne Faulf	Dean of York Minster
<b>HOLGATE</b>	
Cllr Taylor	Holgate Ward Councillor
Cllr Cannon	Holgate Ward Councillor
Paul Scott	Friends of Holgate Community Garden
Andy Richardson	Wilton Rise
Peter Fisher	St Pauls Square Association
James Pitt	Friends of West Bank Park
Rob Askew	St Barnabas Church
<b>MICKLEGATE</b>	
Cllr Kramm	Micklegate Ward Councillor
<b>WIDER CITY/ OTHER</b>	
Dave Merrett	York Bus Forum (substitute for John Bibby)
Nick Bosanquet	Former Kings Cross Camden Cllr, Professor of Health & wellbeing
Bob Towner	York Older Peoples Assembly
Peter Gouldsbrough	Conservation Area Advisory Panel (substitute for Alison Sinclair)
Andrew Scott	York Civic Trust
Ian Williams	Chamber of Commerce/ York Property Forum
Sean Heslop	York RI Chairman
<b>YORK CENTRAL PARTNERSHIP (YCP)</b>	
Tamsin Hart-Jones	Homes England
Tracey Carter	City of York Council
David Warburton	CYC Commercial Project Manager
Katherine Atkinson	CYC Commercial Projects
Specialist advisors depending on agenda	Alistair Macdonald, Allies & Morrison Hazel McGregor, Allies & Morrison Helen Graham, My York Central Tim Downs, Aberfield Jane Collingwood, CYC York Central Working Group

## NOTE OF MEETING

### 1. Opening business

#### 1.1 Welcome & apologies

Vivienne Faull welcomed the group, introduced substitutes Peter Gouldsbrough and Dave Merrett, and announced that she had been appointed Bishop of Bristol and would cease being the Dean of York Minster on 25 June. As such Vivienne noted with sadness that this would be her last meeting as chair of the community forum, which had moved a long way forward over the last 18 months.

A number of apologies were received:

David Finch	Friends of Leeman Park
Christine Johnson	St Peters Quarter
Cllr Crawshaw	Micklegate Ward Councillor
Cllr Hayes (sub)	Micklegate Ward Councillor
Sue Hogge	York Blind & Partially Sighted Society
Philip Crowe	York Environment Forum
John Bibby	York Bus Forum
Alison Sinclair	Conservation Area Advisory Panel
Andrew McBeath	Commercial Property
Andrew Lawson	York Business Improvement District
Tom Devine/ Judith McNicol	National Railway Museum
Mike Stancliffe	Network Rail

#### 1.2 Notes of last meeting 09/05/18

The notes of the last meeting were agreed as correct.

### 2. Project Updates

#### 2.1 My York Central

Helen Graham updated the group on My York Central's work follow the Festival of York Central to deepen conversations.

- 24 May – How can York Central enable careers and businesses in the rail industry.
- 2 June - York Central Community Heritage Group.
- 13 June - Sustainable Construction workshop.
- 17 June - Re-imagining the City Festival of Ideas events
- 5 July (drop-in 3-8pm at Friargate Meeting House) - A Hub for Creativity and Innovation: How can York Central become a focus for an exchange of learning and skills which benefits the whole of York?  
<https://www.eventbrite.co.uk/e/a-hub-for-creativity-and-innovation-how-can-york-central-become-a-focus-for-an-exchange-of-learning-tickets-46661210938>
- Future events will include community led housing and development  
<https://myyorkcentral.org/events/>

## 2.2 Western Access

David Warburton explained that further legal advice had been received regarding the option presented at the May forum meeting and the risk of constructing highway on Millennium Green land.

YCP have undertaken further design work to establish a road alignment that avoids constructing highway on Millennium Green land, to allow the Millennium Green Trust to consider agreeing to the proposal without entering a Charity Commission process, meaning that construction could still commence in 2019 subject to approvals. The new alignment is tighter to the railway, and will have a harder edge to the railway side, whilst retaining the graduated embankment and landscaping at the Millennium Green side. The new alignment would require a new segregated pedestrian and cycling deck adjacent to Severus Bridge.

The revised route will be presented to YCP Board on Friday, to seek approval to further progress this alignment into a full design for the road, landscape and bridge for a further stage of engagement – including updated visuals showing the revised design – although the visual impact is likely to be very similar.

### Questions:

- **DM:** Will the realignment affect the width of the road/ pedestrian/ cycling lanes? **DW:** No the width is the same as previously proposed.
- **DM:** Bus priorities to allow Park and Ride through the site? **DW:** Traffic modelling is still underway. There is no specific bus lane at the junction. The impact on Boroughbridge Road will be assessed in the modelling work, and mitigation will be considered as required. Traffic light sequencing to give priorities may be an option.
- **PF:** What is the rationale for an embankment rather than a structure? **DW:** Original option 1 (August 2017 consultation) required a long viaduct which would be very expensive to construct. Final design is subject to further detailed work and engagement. Millennium Green Trust have preferred the concept of an embankment integrated with the landscape in discussions to date, and so design work has progressed on this basis, but no final decision has been made and there is still much work to be done.

## 2.3 Traffic Modelling Approach

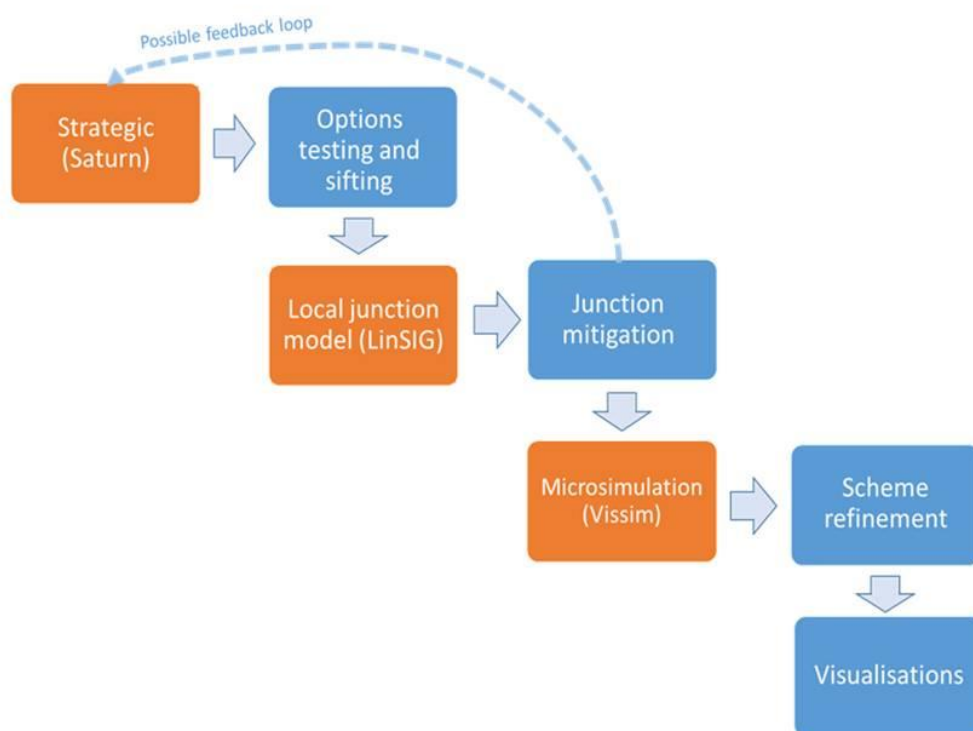
Tamsin Hart-Jones explained that the traffic modelling is currently underway, and we will bring the results to the next YCCF meeting in July in advance of the planning application.

In the meantime we introduce the various stages of modelling that will be undertaken/ referred to.

- ‘Saturn’ is CYC’s citywide strategic model that includes all local plan allocations and looks at peak morning and evening travel times. These

results will demonstrate where there is an impact and the scale of the impact on additional journey times. These figures are based on worst case scenarios/ tested on maximum development figures.

- 'LInSIG' local junction model identifies specific junctions. If number of journeys increases by 50 or more, and the junction is over 80% capacity, then the junction will begin to struggle and will require mitigation.
- 'Vissim' microsimulation model looks in detail at what individual junctions will look like to refine schemes, including visualisations.
- Testing multiple scenarios, e.g. consultation included 2 options for Marble Arch, 1- do nothing/ bikes with vehicles on road, and 2 - separate pedestrian/ cycle lane on road in tunnel with traffic signals , both are being tested at high level with and without a bus gate to understand the implications of each.



### Questions:

- **JP:** Where is air quality and impact upon health considered? **THJ:** The Vissim model looks at detailed impacts.
- **SH:** Will the modelling include the implications of 4 year programme to improve the northern ringroad? **THJ:** The Saturn model is comprehensive and looks at the completed scheme in 2034 and includes all local plan allocations/ changes.
- **DM:** Local Plan mentions dualling of the northern ringroad, but there is currently no funding for this, therefore does the model use fully dualled traffic data or the alternative junction improvements? **THJ: Action: Check with colleagues.**

### **3. CYC Executive Report 'York Central Masterplan and Partnership Agreement' 21/06/18**

Tracey Carter personally and on behalf of YCP thanked Vivienne in her role as Chair to YCCForum and for bringing the forum through some challenging discussions into what is now an open forum for debate. It has been a good process and wished Vivienne the best of luck in Bristol.

CYC Executive report had been published earlier today and therefore was tabled at the meeting. The annexes are available online:

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=10469>

#### **The recommendations to Executive include:**

- 1) To support the YCP masterplan and to note that this will inform and regulate future planning application submissions.
- 2) To endorse the draft parameter plans and development schedules for York Central to enable the completion of the Environmental and Transport Impact Assessments and form the basis of planning submissions by the partnership.
- 3) To delegate the final sign off of the York Central Design Guidelines to the Leader and Deputy Leader prior to the submission by the York Central Partnership of an outline planning application (NB. this will be a public decision session).
- 4) To agree the Memorandum of Understanding with YCP.
- 5) To delegate the approval of the layout and the submission of a detailed planning application for the first phase infrastructure of the York Central scheme to the Executive Member for Transport and Planning.
- 6) To receive further reports from Autumn 2018 setting out a partnership agreement and unding arrangements.

#### **The report sets out (paragraph number):**

- CYC objectives to work with YCP to deliver the social and environmental vision (13)
- Nature of CYC role in delivering the wider ambitions (14)
- Emerging themes and opportunities (17):
  - Work with YCP to deliver housing that is affordable in perpetuity, accessible, high quality building standards, community led housing models, increase supply of elderly accommodation.
  - Public realm – integrate with existing communities, create vibrant hard and green spaces, promote health and cultural creativity.
  - Sustainable – creation of a multi-modal transport strategy, link to existing pedestrian and cycling networks. Trial new waste management policies, to ensure facilities are built into the fabric of all developments.
  - Aspiration for exemplar approach to water management to respond to climate change and manage and mitigate the impact of flooding.

- Community facilities – the outline application will identify space for community use. This will need to be shaped by the community. Could be co-designed/ run/ owned by the community – opportunity for further debate.
  - Opportunity to promote primary health care facilities.
  - Explore potential for onsite primary school to supply the needs of the site and surrounding communities including potential special educational needs.
  - Economy – need more detailed discussions about the kind of businesses we want to foster. Support inward investment. Consistent with the story of the site.
  - Culture – support expansion of the NRM to improve their visitor offer and integrate with the broader scheme. Create active public realm, support cultural innovation, events and businesses. Facilitate public art.
  - Some of these ideas are aspirations and some stretch beyond the development site. All will require engagement with the community and city partners.
- Summary of community engagement (19-31)
  - What the masterplan is (32).
  - Main elements of the masterplan (43)
  - How consultation has shaped development of the masterplan (47)
  - Development parameters/ schedules which set ranges rather than defining exact figures to enable the site to respond to the market (48)
  - The Illustrative masterplan shows how the site could look, but is not fixed and will change (49).
  - How outline documents will be shaped/ evaluated in future applications (50).
  - Strategic role as a city leader, could reinvest Enterprise Zone income in the site, with potential for investment in housing, school and commercial portfolio.

An ambitious programme to answer “What did York Central do for us?”

### Questions:

**KT:** Very positive, lots of work to do. What is the relationship between York Central and the Station/ Queen Street Bridge project? There is an opportunity to create a real bus interchange, we will never get this opportunity again. **TC:** Four projects 1) Teardrop outline, 2) NRM masterplan, 3) Front of station (link to current consultation in AOB below), 4) York Station itself (less developed at this stage) which will look at the front and back of the station and future proofing for Northern Powerhouse Rail and HS2. All need to reflect each other to become integrated parts of a whole. They will come forward at different timescales. Need to understand impacts during construction and afterwards. These provide a big opportunity for York.

**NB:** Congratulations, the plans are developing well. We need to stress the regional role. Potential opportunity for Yorkshire Regional Assembly headquarters. **TC:** Regional significance is being considered. Focus on tenants to bring new employers, jobs and wealth into the city.

**SH:** Indication indoor leisure facilities (York RI) want to be a provider for this area. Not in this document? **AM:** Masterplan can accommodate leisure uses.

**BT:** YCCF have never discussed increasing the supply for older people, residential and nursing care, type of housing mix or primary health care facilities on the site. **TC:** Some of the objectives stem from engagement feedback, or have been initiated through the project process, creating ideas for further exploration on future agendas.

**BT:** The York Central Project will run for years and years. Delegation to CYC Leader and Deputy Leader should be replaced by all party sign-in. **TC:** Speaking to Shadow Executive meeting next week. Executive decision is the current democratic process.

Executive will take place on Thursday 21 June at West Offices from 5.30pm and is open to members of the public or is available to watch live online from: [www.york.gov.uk/webcasts](http://www.york.gov.uk/webcasts)

To find out more about the report, see the consultation results and more details of the masterplan, visit:

<http://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MId=10469>

VF thanked TC and noted that this is an important moment for the city.

#### **4. Masterplan**

'Continuing the Conversation' report had been circulated in advance.

Alistair Macdonald explained how the feedback from the Festival of York Central has fed into the approach and the masterplan.

##### **4.1 Context**

- Seeking Your Views 2016
- Access Options Autumn 2017
- Stage 1 – Dec/Jan 2018
- Stage 2 – Feb 2018
- Stage 3 – Mar/April 2018
- Stage 4 – June to July 2018
- Application submission, summer 2018
- Future Reserved Matters Applications

## 4.2 Purpose of Stage 4

- Stepping stone between formal exhibition (stage 3) and the submission of the planning application
- Largely information with the next opportunity to comment formally in response to the application.
- Conversations will continue and feed into the ongoing design and delivery process.
- Approach to specific Millennium Green/ Western Access engagement is currently being considered.

## 4.3 Planned activities

- 1) Part A presentation (now until late June)  
For YCCF and other key stakeholder groups
- 2) Part B Presentation (Early/ mid July)  
For YCCF and other key stakeholder groups
- 3) YCP/ My York Central events and discussions (June and July)  
Public workshop discussion – format TBC  
Ongoing sessions on key topics in parallel with Stage 4 activities e.g. Southern connection and Marble Arch

## 4.4 Stage 4 Topics

### 1) Summary of Stage 3 outcomes

How and where are we dealing with the comments?

### 2) Updated masterplan

How is the masterplan evolving in response to the comments?

### 3) Structure of the planning application

What are the main components of the application and how will they be used as the scheme moves forward?

### 4) Movement Strategy

Clarification of movement strategy and emerging information from the assessment of the proposals including updates on the approach to Leeman Road tunnel/ Marble Arch and the southern connection.

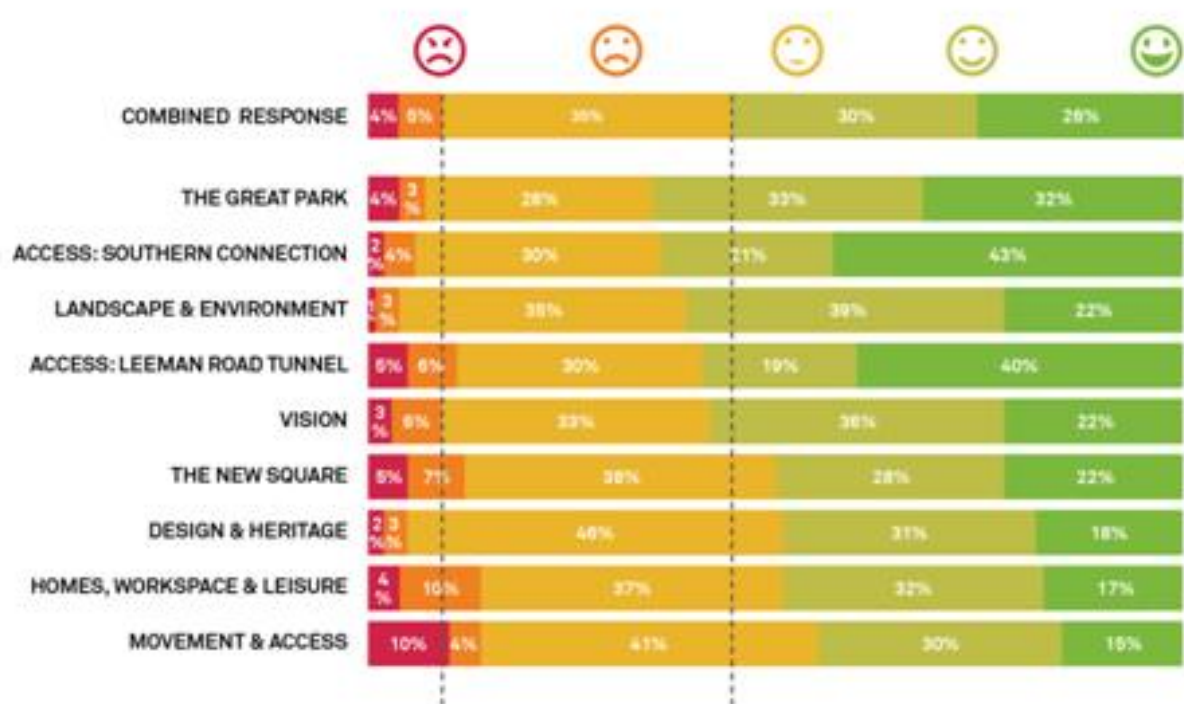
### 5) Details of the next steps

Overview of the process as the project moves forward



## 4.5 Summary of Stage 3 outcomes

### Summary of responses



## 4.6 My York Central

### Big Ideas

1. Homes for living, not investment.
2. Exploit the benefits of high density.
3. Build in low running costs through high standards.
4. People, not more cars.
5. Beyond zoning.
6. A community made through exchange.
7. A hub that catalyses York's creativity and innovation.
8. Public spaces that enable people to be collectively creative.

### Key Principles

1. Ongoing community engagement.
2. Identify issues and co-design solutions.
3. Shaped by future aspirations not current norms.
4. York Central as a lever for city-wide change.
5. A social contract for York Central.

## 4.7 Taking the feedback forward

- **Vision**  
Sustainability, sharing and exchange, hub for creativity and role of public spaces
- **Masterplan**  
MOVEMENT strategy, character of streets, management, public transport, connection options, future-proofing  
LANDSCAPE AND ENVIRONMENT finer grain of detail for key spaces and streets  
USES Greater mix, emphasis on rich spaces, articulation of workspaces  
DESIGN Character, guidance and quality, heights and views, sustainability
- **Planning application**  
Update as above, narratives for technical strategies/ assessments, application structure
- **Elements relating to scheme but outside application**  
Detailed design, delivery strategy (governance, community development, homes and affordability, workspace and economy)
- **Broader issues and city scale issues**  
Scheme as leverage for change
- **Ongoing engagement**  
Commitment to collaboration and transparency

## 4.8 Proposals

### Outline – All matters reserved

- Up to 2500 homes
- Up to 112,816 sqm commercial floor space
- Other uses including NRM, community, car parking and station concourse.

### Detailed application – Western access road

- Boundary and scope under development

## 4.9 How the Masterplan is evolving

### 1) Creating places for People

There is greater emphasis on creating more vibrant neighbourhoods and working environments through the right mix of uses and fostering varied types of public and private spaces, both outside and within buildings.

### 2) Exploring the character and texture of streets and spaces

The identity of streets and spaces is becoming more defined across the masterplan.

The team is starting to breakdown the feeling of larger 'zones', moving towards a clearer sense of place at a local scale.

### 3) Defining 'Yorkness' and what it means for York Central

Picking up on messages from stage 3 and ongoing discussions with Historic England and CYC officers, we are exploring the essential

townscape characteristics of the city and thinking about how these elements could shape the proposals.

#### 4) Integrating the site with the city and the landscape

We are considering how the proposed development relates to the setting of the historic city which rises from and dominates the low-lying Vale of York, and the setting of the wider landscape itself.

This will influence a more nuanced approach to the height, scale and massing of buildings.

#### 5) Thinking in greater detail about heritage assets

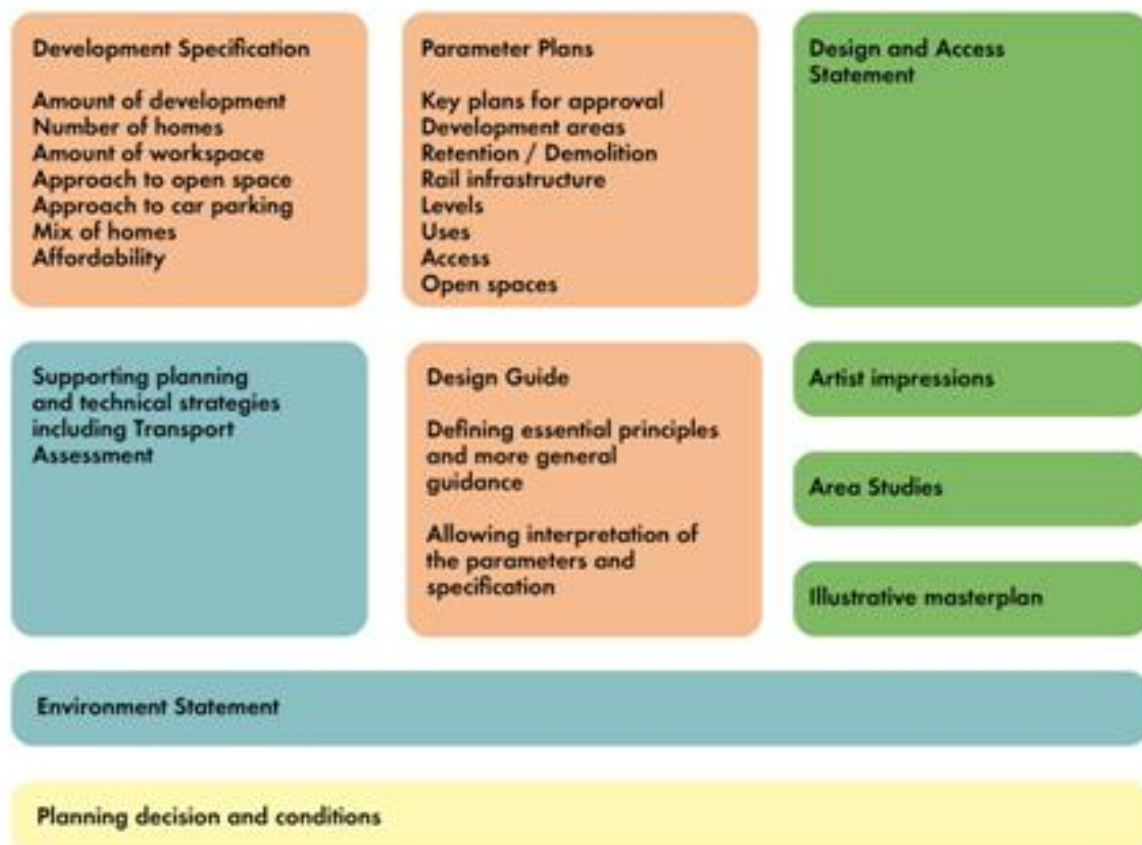
The team is working with officers and Historic England to consider how heritage assets, including archaeology are integrated in the masterplan.

#### 6) Embedding design quality

As part of the application, we will submit a Design Guide which will set rules and guidance for a range of topics.

This will be a vital tool for CYC officers and YCP to set the bar high throughout the phases of development.

### 4.10 Structure of the planning application



#### 4.11 Next Steps

##### 1) Stage 4 engagement activities

1-2-1 meetings

Prepare 'Part B' based on emerging transport assessment outcomes

York Central Community Forum – July meeting TBC

1-2-1 meetings

Public session with YCP/ MYC – format TBC

##### 2) Further engagement on Western Access/ Millennium Green

Format TBC

##### 3) Statement of Community Involvement

Prepare SCI as part of application documents

##### 4) Submission of outline planning application

August 2018

##### 5) Submission of detailed application for the western access road

Timing TBC

#### 4.12 Questions:

**JP:** Exciting. Design guide status – will things be set, or is there an opportunity to revise it? **AM:** Expect it to be approved and conditioned. Could add a clause for an opportunity to review. It will explain good design and be a reference document for reserved matters applications. **JP:** We have established a new way to engage, could the design guidance build in the commitment to constant review. **AM:** We are thinking about the framework for future engagement relating to detailed design as part of the Reserved Matters application process. Need to consider the risk that review could weaken quality. May be other ways to deliver design governance.

**NB:** Stressing more outline, strong improvements in areas surrounding the site e.g. Salisbury Terrace area. Junction and road improvements on and off site. Improve access to the river bank path beside sorting office into the city.

**MC:** How fixed are the parameter plans? **AM:** Fixed, but no buildings are shown therefore the detail will follow with later applications. The outcomes of the technical assessments (Transport Assessment and Environment Impact Assessment) could affect the current parameter plans if fundamental changes are required. Other minor tweaks might arise before the application is submitted. The layer of detail beyond the parameters is still up for grabs, but the plans give the teeth to maintain the quality.

**MC:** How do the housing numbers fit in? **AM:** Plans in the Exec papers show how it could be delivered.

## 5. Future of YCCF

Vivienne Faull flagged the need to consider a replacement independent chair for the forum, and an opportunity to review the forum moving forward, e.g.:

- what is the forum for
- who else should be in the room (CYC Executive, as democratic leaders not party political?)

Vivienne felt that the work undertaken on York Central is important both here in the city and possibly beyond York too, noting a pivotal moment in the project when AM had said *“Development doesn’t normally proceed in this way, until now, but I think it may do in the future.”*

**Action: All to consider this for the next meeting.**

## 6. Table Discussions

**A** – Tim/ Hazel’s table

**B** – David/ Alistair’s table

**C** – Tracey/ Helen’s table

### Question 1 - Any observations about these statements as a direction of travel for the masterplan (ref 4.9)?

#### Table A

- 1) strength, integration with surrounding communities, pleased with this outward focus. Feel community more involved, YCCF and other opportunities, are seeing an impact on delivery.
- 2) character and texture of streets, play and living streets, flexibility built in.
- 3) Yorkness, need to drag York forward, real opportunity to make a statement, can be brave e.g. Hiscox next to Black Swann juxtaposition. Don’t want pastiche, to look like everywhere else.
- 4/5) heritage assets – important as long as secondary to use/ community benefit.

#### Table B

- 1) Section 106 strategy for site and adjacent neighbourhoods. Involve people in defining terms.
- 4) How will York Central benefit surrounding neighbourhoods/ peoples needs now and in the future, e.g. Acomb?
- 4) How will York Central integrate with surrounding neighbourhoods – facilities, shops, health, school,
- 4) Future proof transport.
- 4) Potential for another connection further up Poppleton Road.
- 5) Heritage assets – get people into the site.

#### Table C

- Positive direction of travel of the 6 masterplan statements.

- Need synergy, soul, evolution.
- Acknowledge ambition, capacity, regional mandate for business.
- Create next layer of history, propinquity, layering of history, keep evolving.
- 'Yorkness' isn't just the environment, it's the people too.
- High values, challenge, community decisions.
- Community investments, share wealth across York.
- Needs to look lived-in whilst also having the sense that it is maintained.
- Current residential area doesn't feel linked in/ needs to engage with rest of site better.

**Question 2 - Any questions or thoughts about the structure of the planning application (ref 4.10)?**

No questions were raised.

**Question 3 - Any initial thoughts of the future/ review of YCCF (will continue this discussion in July)?**

**Table B**

- Draw on wider expertise – health, access, mobility.
- More local school representation.
- Allow more time for discussion.
- Circulate material earlier to allow more notice of discussion items/ time to digest information.
- CYC Executive representation.
- Invite specialists for certain topics, e.g. workspace, job creation, health.
- Identify next topics.
- Route to raise agenda items – community slot.
- Challenging to have a totally open forum – could be a constraint.

**Table C**

- The number of community representatives attending is shrinking. Where have they gone? How have we lost them along the way? How do we get them back? 50% of Holgate reps are still here. Need to ask why others are not.
- Delivery/ construction will affect different communities. Maybe create a different neighbourhood forum for construction impact matters and liaison. Wider forum can focus on the 2035 vision for York as a whole.

**7. Any other business**

**KT:** With reference to the decision on western access road at Fridays YCP Board, are there still options? Taking less Millennium Green is by far the best. What's on the table? **DW:** November Executive asked YCP to develop an option. A legal risk was identified relating to the process and Millennium Green Trust. Further work has been done to look at all parameters/ constraints and come up with a deliverable solution. Seeking agreement from

Board to continue to work up the latest option towards delivery/ further engagement and a September planning submission.

### **Front of Station Consultation (11 June - 9 July):**

Information boards are on display at York Railway Station and in the foyer of the council's West Offices and [www.york.gov.uk/stationfront](http://www.york.gov.uk/stationfront) includes details of staffed sessions (York Railway Station 13 June 3-8pm, 23 June 10.30am-3pm, 5 July 3-8pm or City of York Council Offices 20 June 10am-3pm), fly-through video, walking tours and interactive panoramic visualisations.

**SH:** Front of Station proposals mean that York RI band room will be lost. Want the project to succeed, but will need financial help from the project to replace the band room facility. Negotiate with Network Rail going forward. York RI also hope to provide facilities for York Central site moving forward,

### **8. Close of meeting**

Vivienne thanked everyone for their attendance and input.

As CYC set up YCCF it will consider how to find a successor to Vivienne as independent chair. Ideas are welcome - please send to KA.

### **Next meeting**

Please hold the provisional date of:

**Tuesday 10 July, 5-8pm**

It is proposed to extend the time of this meeting due to the breadth of matters to be discussed under the movement theme and to ensure adequate discussion time.