

**York Northwest Area Action Plan**

**OPTION APPRAISAL REPORT**

June 2009

**City of York Council**

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**Ta informacja może być dostarczona w twoim własnym języku. (Polish)**

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## 1.0 INTRODUCTION

The Issues and Options presented and consulted upon (November 2007-January 2008) reflects the need to consider reasonable alternatives and evaluate these in preparing a plan for the area. The Issues and Options Report included 58 options covering topic areas. As part of the consultation process an additional option (T35) was put forward and this has been included in the appraisal process.

### **Methodology for Assessment**

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

To ensure the appraisal framework is robust and consistent, a methodology has been developed. This will evaluate all the options and establish which are most appropriate to be developed in more detail.

The Planning and Compulsory Purchase Act 2004 S20 (5) (b) requires the production of a development plan document to be ‘sound’ in order for it to be approved for adoption. The definition of ‘sound’ is given in PPS12: this outlines the need for plans to be ‘justified, effective and consistent with National Policy’. A set of criteria has been produced based on the 3 components of soundness together with other relevant factors, such as sustainability appraisal, community engagement. These are used to evaluate each option from the Issues and Options stage of work. The criteria follows relevant guidance for Development Plan Documents in PPS12, LDF Options generation and appraisal by PAS (March 2008) and by the Planning Inspectorate.

### **Criteria**

Ten criteria have been selected to assess the options.

#### Consistency

##### *Criteria 1: Contribution to overall Vision and Strategic Development Objectives*

This relates to the vision for the AAP which is within the framework of the overall vision for the city and the specific objectives for the area. This will ensure the options selected are consistent with the overall strategy of the Plan.

##### *Criteria 2: Consistency with Community Strategy/Core Strategy and other key strategies.*

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

##### *Criteria 3: National and Regional Guidance*

This relates to the need to be consistent with national policy guidance and in general conformity with the Regional Spatial Strategy and Planning Policy guidance and other relevant plans and strategies.

## Justification

### *Criteria 4: Consultation Response*

This relates to the feedback from consultation on the Issues and Options Report.

### *Criteria 5: Sustainability Appraisal*

This includes appraisal in terms of the social, environmental and economic effects of each option.

### *Criteria 6: Community benefits*

This considers the opportunities each option brings for the delivery of community facilities and infrastructure.

### *Criteria 7: Evidenced approach*

This relates to the background circumstances to the particular option. If evidence base documents have been produced, regard will be given to these.

## Effectiveness

### *Criteria 8: Viability*

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

### *Criteria 9: Deliverability*

An assessment of whether it is likely that the option could be implemented will be made.

### *Criteria 10: Flexibility*

This considers whether there are opportunities for flexibility and alternatives to the option should circumstances change.

## **Evaluation**

Following assessment of the criteria an evaluation has been made as to the implications of all the issues raised and how this would affect the implementation of the option. The criteria are not scored but an overall assessment is made as to the merits of the option being considered and whether it should be taken forward for further consideration. The 'sifting' of options through the evaluation process allows for some options to be discounted and consequently they are not taken forward for further analysis. Guidance emphasises that consultees may still debate these options within following stages of work and a different approach may be taken if it can be justified.

## **Option Appraisal**

The following section of this report includes an appraisal of each option (within topic areas) with a plan of options given where appropriate. Each option appraisal has an evaluation section to recommend whether the option is to be discounted, further feasibility carried out or it is to be pursued within the next stage of work.

**Comparative Analysis**

A final section of the report provides a comparative analysis of each topic area with a comprehensive matrix of option outcomes outlined at the end.

## **Addendum October 2010**

This Option Appraisal Report was prepared during 2009 as part of the work undertaken to progress Preferred Options for the York Northwest Area Action Plan. The process involved the analysis of all the options presented and suggested from the Issues and Options stage of work on the York Northwest Area Action Plan.

The purpose of the report was to outline the analysis and considerations leading to the emergence of preferred options for the area. Whilst the work in preparing an Area Action Plan ceased in March 2010 this background work has informed the approach now taken in the allocation of the York Northwest Corridor and the strategic allocations of the York Central and the former British Sugar sites within the emerging Core Strategy.

Subsequent to the assessment being made work has been progressed on the options to further investigate the feasibility, viability, transport, open space context for development within the strategic sites which has further refined the spatial approach. Since the report was prepared there have also been several changes in circumstances which should be noted and are referred to below. Whilst the report itself has not been updated following the revocation of the Regional Spatial Strategy, re-appraisal of the report in this context showed that the revocation has not fundamentally altered or prejudiced the approach taken.

The work in this report therefore contributes to the background for the draft land use and spatial approach to be outlined in the submission draft of the Core Strategy.

## **Update**

- Revised government guidance has been issued, (including for example, Planning Policy Statement 3: Housing and Planning Policy Statement 4). The Preferred Options Core Strategy for York document was consulted upon during the summer of 2009 and work has progressed towards a submission draft due to be considered in November 2010.
- The Strategic Housing Market Assessment used in the analysis was prepared in 2007 and it is currently being reviewed and updated.
- Transport assessment work by the council was carried out during 2009 and a Transport Topic Paper summarising the outcomes of this will be presented to the LDF Working Group in October 2010. In some cases this has refined the options recommended to be pursued in the report.
- Regional Strategies have been revoked and will be abolished in the 'Localism Bill' to be introduced by the coalition government.
- The River Ouse and Holgate Beck Flood Zone have been reviewed and updated. The Flood Zone map had shown a significant part of the western end of York Central to be within Flood Zone 3. this did not reflect the council's observed data and following discussions the

Environment Agency have remodelled and revised the Flood Map. The majority of the York Central site is now within Flood Zone 2.

- On 6<sup>th</sup> July 2010 Executive considered a number of options for the Community Stadium and a Business Case for this and resolved that Monks Cross be developed as the location for the new City of York Community Stadium.
- The operational rail assumptions for the York Central site made in the York Central Grip 3 Report (2003) are subject to ongoing refinement and reevaluation by the stakeholders.



## 2.0 OPTION EVALUATION



## **2.1 EMPLOYMENT**

### **List of Employment Options Evaluated**

**E1** B1 use at York Central

**E2** B2 use at York Central

**E3** B8 use at York Central

**E4** B1 use at British Sugar

**E5** B2 use at British Sugar

**E6** B8 use at British Sugar

## Criterion based Evaluation

### Option E1: B1 Employment Uses (Offices and Light Industry) at York Central

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option could locate town centre uses in the closest possible proximity to York City Centre within the York Northwest site, with clear advantages in terms of integration with existing town centre uses, though significant infrastructure improvements would be required, although there are other sites within the centre that may better accommodate this type of development, albeit they are of a more limited size. The potential to locate this high trip generating development in close proximity to the city centre and to existing sustainable transport modes also provides advantages and the option may facilitate the sustainable expansion of York's economy.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option could assist in delivering the vision theme of vitality as part of a mixed-use development. Delivery of the option would provide good employment opportunities contributing towards high quality of life.</p> |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>The option would provide modern high quality office accommodation with opportunities for science based business as well as widening the current office offer within the city. This will contribute to the Thriving City aspirations for the development of the role of York's economy within the region.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies strategic objective for future economic growth includes delivery of a new York Central office quarter, being identified in draft policy CS9 at a range of 87-100,000m<sup>2</sup>.</p>   |
| 3) Regional and national guidance   | <p>PPS1 promotes sustainable and inclusive patterns of development, which would be supported in this option through provision of high trip generating employment uses in close proximity to sustainable transport links. PPS6 identifies office development as a main town centre use, important in promoting vitality and viability, and establishes the sequential approach to site selection, though states that the city centre may be extended where necessary. PPS25 identifies B1 uses as less vulnerable, and therefore appropriate development in areas of high flood risk such as parts of York Central.</p> <p>Policy YH1 of the RSS promotes spreading the benefits of Leeds' role as European centre for financial and business services. Policies LCR2 and Y1 promote York Northwest's role as a mixed-use facilitator of sub-regional growth, identifying a CBD as a key function. Policy E1 identifies the importance of</p>  |

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|                             | <p>maximising benefits and securing competitive advantage through locating economic investment with regard to regional and sub regional Cities, and identifies 23% of York's potential annual job growth coming from B1a uses alone. Policy E2 identifies regional and sub regional town centres as the principal focus for office development in line with PPS6, and E4 establishes key B1 industries as regional priority sectors. Policy T1 promotes personal travel reduction and shifts to modes with lower environmental impacts, which would be promoted by proximity to sustainable transport links under this option. Policy YH7 requires that authorities adopt a transport-orientated approach to ensure that development makes best use of existing transport infrastructure and capacity. Policy ENV9 of the RSS requires that the sky lines, views and setting of York are conserved</p>   |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Office uses and research and development at York Central were supported. There was strong support for the provision of a Central Business District at the workshop events with approximately two thirds of participants in agreement with this. Points were made that there is a need to capture the regional market in the CBD and not just the local market. Linkages between offices and promotion of the tourism offer were also highlighted. In the representations received B1 uses were also supported, though impact on the city centre, vitality and character were mentioned. Sustainability criteria including mixed uses and car free development were promoted, together with greater specificity on the scale and type of uses.</p>   |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• Efficient use of brownfield land</li> <li>• Potential to create public open space to act as focus for the new office area and the adjacent tourism uses</li> <li>• Large workforce could be located close to major public transport hub (York Railway Station) and within walking distance of the city centre reducing the need to travel by private car</li> <li>• Good access to the city centre and its facilities for the workforce should encourage walking and cycling</li> <li>• Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills</li> <li>• Attractive location for businesses who want to be located close to the city centre and major transport network</li> <li>• Promote investment, increase high growth business sectors, encourage Science City and potential to strengthen regional growth</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• Impact of this option on the quality of the built environment and the cultural heritage of York will depend on the location, scale, design, construction and operation and is difficult to anticipate effects at this initial stage</li> <li>• Risk that traffic congestion could increase in the city centre if employees cannot be encouraged</li> </ul> |

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|                       | <p>to travel to work by sustainable means</p> <ul style="list-style-type: none"> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> <li>• Depending on the scale of development it may compete with the city centre office space and could lead to empty units and reduced rents in the city centre</li> <li>• The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation</li> </ul> <p><i>Key opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• Opportunity for development at this site to be ecologically pioneering and at forefront of good practice. Opportunities such as low carbon construction, live-work units and good, safe linkages to local facilities and services</li> <li>• Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses</li> <li>• Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM</li> <li>• Employment development at York Central should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses</li> <li>• Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs</li> </ul> |
| 6) Community benefits | <p>Office development may release some developer contributions toward community facilities. The development itself could help meet high demand for B1 uses in the city, providing new employment with considerable community benefits, and may provide additional training and skills, secured through agreement. The use may displace housing development, which could contribute toward meeting demand and need within York.</p>  |
| 7) Evidenced approach | <p>An employment study for York has been prepared by consultants Entec (February 2009). The future level of demand for employment uses (B uses) is estimated using a customised Cambridge Econometrics forecast (used in a previous stage 1 Employment Study by SQW). The forecasts are adjusted to include a margin for choice and uncertainties/flexibility. It is estimated that for the period 2006 to 2029 a total additional land a requirement of 15.10ha and 193,329 sq m floorspace will be required within the City. The quality of available sites was assessed using a number of criteria, weighted according to importance. This gives a ranked assessment of sites within the city for different types of employment use. For B1 office use the York Central site is ranked first.</p> <p>The banking, finance and insurance and business services sectors are identified as being in</p>   |

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|                   | <p>considerable growth in York. However, due to its relatively small size when compared with other regional centres York does not have an office core/area. Market agents referred to a need for high quality office accommodation within the city centre and given the limited number of opportunities within the historic core the delivery of a new area at York Central was considered 'vitaly important'.</p> <p>The potential for a new office quarter at York Central is considered in a section of the study under transformational opportunities. This highlights the significant opportunity York Central offers to provide for future office growth in a highly sustainable location. By examining key cluster strengths in the York economy the scale of a future office quarter is estimated to be in the region of 87,000 sq m (broadly 45% of future floorspace growth) with an upper range of 100,000 sq m (allowing for potential demand from other sectors).</p> |
| <b>Effective</b>  |  |
| 8) Viability      | <p>Viability assessment work undertaken on production of composite development scenarios has revealed that B1 employment is unviable to construct at current York rental rates (around £16/ft<sup>2</sup>) and a rate of £22/ft<sup>2</sup> is required in order to deliver new office accommodation. This rate is anticipated to be achieved through rebasing York's office market – this could be achieved through provision of a significant quantum of new office accommodation in high quality modern formats including cutting edge communication facilities. Due to its significant scale, York Central offers a unique opportunity to provide this in York as part of a new mixed use urban quarter.</p>   |
| 9) Deliverability | <p>Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, the evidence base and the practicalities of securing site access</p>  |
| 10) Flexibility   | <p>This option would not prejudice flexibility, and indeed could aid flexibility to both the developer and future occupiers, through increasing the range of uses to be provided on site in a mixed commercial quarter. The option could be implemented in a manner which could allow some flexibility for changing circumstances through the sizes of units and range of provision at the detailed masterplanning/ design stage of development. The Area Action Plan could include a policy approach within which any alternative change of use could be considered.</p>  |

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| <b>Evaluation</b> | <p>The option could, if located in close proximity to city centre, help to achieve the AAP's vision and strategic objectives, as well as being consistent with the community strategy and emerging LDF core strategy. National Planning Policy establishes the acceptability for edge-of-centre locations such as York Central for offices, and the RSS identifies office accommodation as an integral element of York Northwest. The option was supported strongly in consultation feedback, though issues of impact on city centre vitality and traffic congestion were raised here and in sustainability objectives. The option is likely to realise positive community benefits, both directly and indirectly, and is felt at this stage to be suitably viable, flexible and deliverable. From this analysis, the option is considered to represent an appropriate approach to be examined in further detail.</p> |
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## Criterion based Evaluation

### Option E2: B2 Employment uses (General Industrial) at York Central

| Criteria  | Assessment   |
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| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option would probably integrate poorly with more intensive and mixed-use development due to potential issues relating to amenity impacts, land-take and vehicle movement generation. Locating these uses at York Central would result in some negative sustainability outcomes, including poor use of brownfield land in a city location where more intensive uses may be accommodated, and concentrating the vehicle movements necessary to support such development into already congested areas, resulting in poor use of natural resources and exacerbating air quality management issues. However, locating these uses on areas at risk of flooding in York Central could represent the most efficient and sustainable use of land, and it may be possible, subject to operational requirements, to provide freight movements utilising more sustainable rail transport. The option may facilitate the sustainable expansion of York's economy</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic objectives above, the option could result in quality of life improvements through providing employment; start-up units could be particularly helpful in this respect and may be less land intensive and generate fewer traffic movements. The option may have a detrimental impact on vitality and reduce quality of life as a result of its general amenity impacts.</p> |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>It is recognised that there is an ongoing reduction of employment in York's manufacturing base. Strategic Ambition 1 of the Community Strategy seeks to achieve economic growth whilst ensuring that this does not compromise the city's attractive and historic environment.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity for mixed use development, and the emerging spatial strategy options prioritise York's main urban area as a principal focus for growth. Draft policy CS9 prioritises the re-use of underused and vacant industrial sites on the edge of the urban area of York for light./ general industrial and warehousing uses, although York Northwest is identified elsewhere in the document as a major regeneration area for mixed-use development. York Central is not identified in policy CS9 for new B2 employment provision.</p>  |
| 3) Regional and national guidance   | <p>Locating general industrial uses which have a larger land take, do not integrate well into mixed use developments, and generate trips less likely to utilise sustainable modes of transport would not make the most efficient use of brownfield land and sustainable transport links, and would reduce</p>  |

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|                             | <p>resource efficiency given the congested nature of the existing highway network around York Central, contrary to the sustainability criteria established in PPS1, and to guidance on freight and movement generating uses in PPG4 and PPG13. Draft PPS4 requires that such uses are located in a manner that ensures reduced CO2 emissions, whilst preserving amenity and accessibility through reducing congestion. Opportunities may exist to locate B2 uses on York Central in a manner that allows accessibility to rail infrastructure, reducing CO2 emissions, as recommended in PPS1 and PPG4, though this is dependent on Network Rails operational requirements. PPS25 identifies B2 uses as less vulnerable, and therefore appropriate development in areas of high flood risk such as parts of York Central.</p> <p>RSS identifies a maximum of 11% of York’s potential annual job growth in B2 sectors, though policy E1 requires that investment is directed to locations where it has maximum benefit and secures competitive advantage – land take, integration and trip generation issues outlined above mean that this option is unlikely to secure this, though opportunities may exist to maximise benefits of proximity to rail infrastructure as discussed above.</p> |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>There was strong opposition to light and general industrial uses at York Central at the workshop events (over 60%). Some support was registered in representations although this was qualified in terms of location, scale and type of provision. The possibility of linking to sustainable transport, specifically rail freight was mentioned. Road capacity issues were also highlighted. There were greater levels of objection than support for general industrial uses in the public comment form. Comments at the Focus group included support for a wide range of employment sectors, including high tech, niche markets, engineering/manufacturing and low skill jobs.</p>  |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• Large workforce could be located close to a major public transport hub (York Railway Station) and within walking distance of the city centre reducing the need to travel by private car</li> <li>• Central location will provide good access to the city centre and its facilities and encourage walking and cycling</li> <li>• Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills</li> <li>• Attractive location for businesses who want to be located close to the city centre and major transport network</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• B2 uses require a higher level of land take in relation to the number of jobs and therefore would not maximise the use of this central brownfield site</li> </ul>   |

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|                       | <ul style="list-style-type: none"> <li>• B2 use are more likely to have a detrimental effect on the appearance of the area and the quality of the built environment. This area acts as a gateway into York City Centre and this option could adversely impact the views of the Minster and other key buildings</li> <li>• Could lead to an unacceptable increase in HGV's and cars into the city centre which would exacerbate congestion and air pollution and noise levels</li> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> <li>• The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• Opportunity for development at this site to be ecologically pioneering and at forefront of good practice. Opportunities such as low carbon construction, live-work units and good, safe linkages to local facilities and services</li> <li>• Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM</li> <li>• Employment development at York Central should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses</li> <li>• Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs</li> <li>• Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses</li> </ul> |
| 6) Community benefits | <p>B2 development tends to be a relatively low revenue generating use, for which the evidence base suggests there is no long term market demand; taking into account high land-take and brownfield land mitigation costs, this would result in limited levels of developer contributions toward community facilities, and the land intensive use may displace housing development which could meet demand and need within York.</p>   |
| 7) Evidenced approach | <p>An employment study for York has been prepared by consultants Entec (February 2009). The future level of demand for employment uses (B uses) is estimated using a customised Cambridge Econometrics forecast (used in a previous stage 1 Employment Study by SQW). The forecasts are adjusted to include a margin for choice and uncertainties/flexibility. Employment in manufacturing and associated business based around the historically significant railway and confectionary businesses have declined. It is estimated that for the period 2006 to 2029 there will be a decline in B1c/B2 uses of –886 jobs. However due to movement within the sector it is recommended that this</p>  |

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|                   | <p>negative requirement is taken forward as zero so that land is not de-allocated.</p> <p>For the purposes of showing the future supply of sites the suitability of land for B1(c)/B2/B8 uses were assessed together. Thus whilst in terms of future land requirements B2 uses are shown to have not to need additional land there is a shortlist of sites for B1(c)/B2/B8 purposes. York Central site is ranked 15<sup>th</sup> in the shortlisted sites put forward which will be considered as part of the work on the Key Allocations DPD.</p> <p>In terms of existing uses within York Central it is understood that there are a number of existing businesses and rail related operations which will need to be relocated.</p> |
| <b>Effective</b>  |  |
| 8) Viability      | B2 development is identified in the Viability Baseline as a relatively low revenue generating use, furthermore, the employment study suggests there is no long term need for this land-use. Taking into account high land-take and brownfield land mitigation costs, the option would be likely to have a high negative impact in terms of viability due to low revenue generation and opportunity costs.  |
| 9) Deliverability | Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other critical barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, the evidence base and the practicalities of securing site access  |
| 10) Flexibility   | This option could prejudice flexibility through contamination and having a limiting effect on the types of neighbouring uses.  |
| <b>Evaluation</b> | <p>Implementation of this option would be highly likely to limit flexibility and inhibit viability. Traffic congestion is a further key issue and consultation feedback was generally negative. However, some opportunities for linking with rail freight and the need for a broad range of employment were identified by some respondents.</p> <p>Notwithstanding the evidence base conclusions, sustainability, viability and policy considerations, there may be a need to relocate existing businesses whose operational requirements necessitate location within this vicinity. It will therefore be recommended that land be safeguarded in the AAP for these uses should it be required.</p>                                  |

## Criterion based Evaluation

### Option E3: B8 Employment Uses (Storage and Distribution) at York Central

| Criteria   | Assessment   |
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| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic /development objectives          | <p>The option would be likely to integrate poorly with more intensive and mixed-use development due to potential issues relating to amenity impacts, land-take and vehicle movement generation. Locating these uses at York Central would result in some negative sustainability outcomes, including poor use of brownfield land in a city location where more intensive uses may be accommodated, and concentrating the vehicle movements necessary to support such development into already congested areas, resulting in poor use of natural resources and exacerbating air quality management issues. However, locating these uses on areas at risk of flooding in York Central could represent more efficient and sustainable use of land, and it may be possible, subject to operational requirements, to provide freight movements utilising more sustainable rail transport. The option may facilitate the sustainable expansion of York's economy</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic objectives above, the option could result in quality of life improvements through providing employment, although it may have a detrimental impact on quality of life and vitality as a result of its general amenity impacts.</p> |
| 2) Consistency with community strategy /core strategies and other key strategies | <p>This option could provide jobs and contribute to future employment land requirements. Strategic Ambition 1 of the Community Strategy seeks to achieve economic growth whilst ensuring that this does not compromise the city's attractive and historic environment.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. The Core Strategies spatial strategy options prioritise York's main urban area as a principal focus for growth, however, draft policy CS9 seeks to focus B8 development on the edge of the urban area and does not specifically identify York Central as a potential location for B8 uses.</p>  |
| 3) Regional and national guidance  | <p>Locating general industrial uses which have a larger land take, do not integrate well into mixed use developments, and generate trips less likely to utilise sustainable modes of transport would not make the most efficient use of brownfield land and sustainable transport links, and would reduce resource efficiency given the congested nature of the existing highway network around York Central, contrary</p>   |

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|                             | <p>to the sustainability criteria established in PPS1, and to guidance on freight and movement generating uses in PPG4 and PPG13. Consultation draft PPS4 requires that such uses are located in a manner that ensures reduced CO2 emissions, whilst preserving amenity and accessibility through reducing congestion. Opportunities may exist to locate B8 uses on York Central in a manner that allows accessibility to rail infrastructure, reducing CO2 emissions, as recommended in PPS1 and PPG4, though this is dependent on Network Rails operational requirements. PPS25 identifies B8 uses as less vulnerable, and therefore appropriate development in areas of high flood risk such as parts of York Central.</p> <p>RSS identifies some 9% of York’s potential annual job growth in B8 sectors, though policy E1 requires that investment is directed to locations where it has maximum benefit and secures competitive advantage – land take, integration and trip generation issues discussed above mean that this option is unlikely to secure this, though opportunities may exist to maximise the benefits of proximity to rail infrastructure as outlined above.</p> |
| <b>Justified</b>            |   |
| 4) Consultation response    | <p>At the workshops views were expressed that employment provision should be based on the outcomes of the council’s employment land review or the market. The need for flexibility between uses may also be required due to the lifespan of the Area Action Plan. At the focus group warehousing was felt to be inherently problematic due to potential traffic volumes, low number of jobs created and large amounts of space required. In the representations received there was no support for this option with issues regarding impact on city centre and neighbouring uses raised as well as road capacity issues.</p> <p>Strong objection to this option was also registered in the public comment form. The quantitative analysis showed a consistently high level of objection to warehousing on York Central, with no support given at the workshops.</p>  |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• Large workforce could be located close to a major public transport hub (York Railway Station) and within walking distance of the city centre reducing the need to travel by private car</li> <li>• Central location will provide good access to the city centre and its facilities and encourage walking and cycling</li> <li>• Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills</li> <li>• Attractive location for businesses who want to be located close to the city centre and major transport network</li> </ul>   |

#### *Key Constraints and Uncertainties*

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

#### *Key Opportunities and Enhancements*

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

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| 6) Community benefits | B8 development tends to be a relatively low revenue generating use, which, taking into account brownfield land mitigation costs, could result in lower levels of developer contributions toward community facilities, and the land intensive use may displace housing development which could meet housing demand and need within York. The development would have some intrinsic, though more narrow, benefits to those members of the community directly and indirectly employed in the proposed use, and some community benefit in terms of training and skills could be secured in the development itself.   |
| 7) Evidenced approach | <p>An employment study for York has been prepared by consultants Entec (February 2009). The future level of demand for employment uses (B uses) is estimated using a customised Cambridge Econometrics forecast (used in a previous stage 1 Employment Study by SQW). The forecasts are adjusted to include a margin for choice and uncertainties/flexibility. Employment in storage and distribution is expected to grow with 2,450 additional jobs in the period 2006-2029. It is estimated that for the period 2006 to 2029 there will be an additional requirement for 133,154 m<sup>2</sup> B8 floorspace and 33.29ha of land.</p> <p>For the purposes of showing the future supply of sites the suitability of land for B1(c)/B2/B8 uses were assessed together. York Central site is ranked 15<sup>th</sup> in the shortlisted sites put forward. The shortlisted sites will be considered alongside other emerging evidence base work to inform the options taken forward within the key Allocations work. The intention will be to ensure that the employment sites identified in the key Allocations DPD will provide for an appropriate supply of sites to meet identified needs in the short term (5 years) and the longer term to 2030.</p> <p>In terms of existing uses within York Central it is understood that there are a number of existing businesses and rail related operations which will need to be relocated.</p> |
| <b>Effective</b>      |  |
| 8) Viability          | B8 development is identified in the Viability Baseline as a relatively low revenue generating use. Taking into account high land-take and brownfield land mitigation costs, the option would be likely to have a negative impact in terms of viability due to low revenue generation and opportunity costs.  |
| 9) Deliverability     | Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other issues such as contamination have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, the evidence base and the practicalities of securing site access.  |
| 10) Flexibility       | A flexible policy approach could be taken to implementing this option in order to accommodate changing circumstances, and the physical design of the units should not prejudice flexibility for future employment uses. However, although not as disruptive as B2 uses, B8 development could also have   |



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|                   | a negative amenity impact and therefore exert limiting influence over neighbouring uses.   |
| <b>Evaluation</b> | <p>Implementation of this option would be highly likely to limit flexibility and inhibit viability. Traffic congestion, air quality and adverse sustainability impacts are further key issues, and public consultation feed back was negative.</p> <p>Notwithstanding the evidence base conclusions, sustainability, viability and policy considerations, there may be a need to relocate existing businesses whose operational requirements necessitate location within this vicinity. It will therefore be recommended that land be safeguarded in the AAP for these uses should it be required.</p> |

## Criterion based Evaluation

### Option E4: B1 Employment uses (Offices and Light Industry) at British Sugar

| Criteria   | Assessment  |
|--|---|
| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>This option would result in town centre type uses being located some distance from the existing city with the result of them being poorly integrated with other office accommodation and with secondary supporting uses. The locations distance from existing city would not make best use of existing sustainable transport links resulting in unnecessary use of natural resources. The option could form part of sustainable community focus if of a limited scale and serving local needs.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may undermine city centre vitality by drawing activity from this existing focus. Employment generating development can improve quality of life, however, British Sugar is a poor location for this use.</p>  |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>This option would provide modern high quality office accommodation thereby widening the current office offer within the city. However, this option would not be so well connected to national travel connections which would be necessary to provide office accommodation meeting a more regional role. It would also be likely to have a greater impact on the carbon footprint of the city in a less central location and not be so easily accessible to the future workforce.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. Whilst York Northwest is identified in the key diagram as a major brownfield development opportunity, the focus for B1 development in draft policy CS9 is the more sustainable York Central location. As an out of centre location, significant B1 office provision is precluded at British Sugar, however, limited provision to meet local needs as part of a new centre could fit with the Core Strategy spatial approach.</p> |
| 3) Regional and national guidance  | <p>PPS6 establishes office uses as a town centre use to which the sequential approach to site location applies, directing development in the first instances toward existing centres. B1 uses would be likely to generate high trip levels, which, due to the sites location, would result in use of unsustainable transport modes contrary to PPS1 guiding principals, or would require provision of such modes.</p> <p>RSS policy E1 requires that investment is directed to locations where it has maximum benefit and secures competitive advantage. British Sugars distance from city centre and as such would not be appropriate for offices of significant scale. Policy T1 promotes personal travel reduction and shifts to modes with lower environmental impacts. Local provision may meet this criteria providing it is small</p>  |

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|                             | scale and serves local needs.   |
| <b>Justified</b>            |   |
| 4) Consultation response    | At the workshop events the British Sugar site was seen as less appropriate for the provision of offices than York Central, with any significant office provision at British Sugar having a potential impact on the viability of York Central. However, in the quantitative feedback two fifths (40%) felt that office and light industry should be located at British Sugar and over 60% supported this in the feedback on the public comments form. Conversely in the representations received little support was given due to the out of centre location and poor transport links, though development in association with sustainable and efficient transport links (tram train) received some support. Views were also expressed that British Sugar had more ability to provide tall buildings than York Central.  |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• The British Sugar Site is located within flood zone 1 (little or no risk)</li> <li>• Site is located close to a residential area and could therefore be accessed by the surrounding community on foot, cycle or by public transport</li> <li>• Potential of linking the site to more sustainable transport such as through the potential tram-train and/or proposed new Park and Ride</li> <li>• Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• The sustainability benefits of this options in relation to access to open space and key local facilities and services are dependent on whether a district or local centre is developed at British Sugar</li> <li>• Risk that traffic congestion could increase in the city centre if employees cannot be encouraged to travel to work by sustainable means</li> <li>• Office buildings could be out of scale with the surrounding residential area</li> <li>• Unlikely to meet the needs of businesses for whom a location close to a major railway station is a priority. This could be mitigated against if a tram-train halt can be provided within the site</li> <li>• The suburban location may not meet the demand for city centre office accommodation</li> <li>• The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• Opportunity for development at this site to be ecologically pioneering and at forefront of good practice. Opportunities such as low carbon construction, live-work units and good, safe linkages to local facilities and services</li> <li>• Recommended that explicit reference is made to the achievement of certain established</li> </ul> |

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|                       | <p>standards in new development such as BREEAM</p> <ul style="list-style-type: none"> <li>• Opportunity to provide B1 uses linked to a new district or local centre to maximise job opportunities and create a new community focus/heart</li> <li>• Employment development at British Sugar should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses</li> <li>• Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs</li> <li>• Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses</li> </ul>   |
| 6) Community benefits | <p>Office development may release some developer contribution toward community facilities. The development itself could help meet high demand for B1 uses in the city, providing employment, skills and training with considerable community benefits, though the sites distance from existing city may not maximise community benefits available from synergies with existing B1 uses, and the option may displace housing development which could help towards meeting housing demand and need within the city.</p>  |
| 7) Evidenced approach | <p>An employment study for York has been prepared by consultants Entec (February 2009). The future level of demand for employment uses (B uses) is estimated using a customised Cambridge Econometrics forecast (used in a previous stage 1 Employment Study by SQW). The forecasts are adjusted to include a margin for choice and uncertainties/flexibility. It is estimated that for the period 2006 to 2029 a total additional land a requirement of 15.10ha and 193,329 sq m floorspace will be required within the City. The quality of available sites was assessed using a number of criteria, weighted according to importance. This gives a ranked assessment of sites within the city for different types of employment use. For B1 office use the British Sugar site is ranked 10<sup>th</sup>, with a significant quantum of alternative and sequentially preferable B1 employment land identified.</p> <p>The shortlisted sites within the Study will be considered alongside other emerging evidence base work to inform the options taken forward within the key Allocations work. The intention will be to ensure that the employment sites identified in the key Allocations DPD will provide for an appropriate supply of sites to meet identified needs in the short term (5 years) and the longer term to 2030.</p> |
| <b>Effective</b>      |  |
| 8) Viability          | <p>Current York rental rates are around £16/ft<sup>2</sup> for city centre office accommodation. Due to its poor location, British Sugar is less likely to achieve high office rental levels and further market assessment of this option would be required.</p>   |
| 9) Deliverability     | <p>Identified developers and partners would deliver the option. Transport access/ mitigation and contamination are key issues to be addressed. However these are felt, with mitigation and design, not</p>   |

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|                   | to prejudice delivery of this option. Phasing should have regard to RSS targets, the evidence base and the practicalities of securing site access   |
| 10) Flexibility   | This option would not prejudice flexibility. The option could be implemented in a manner which could allow some flexibility for changing circumstances through the sizes of units and scale of provision at the detailed masterplanning/ design stage of development. The Area Action Plan could include a policy approach within which appropriate alternative change of use could be considered.  |
| <b>Evaluation</b> | Whilst B1 employment at British Sugar could offer a flexible and deliverable land use, as well as some community benefits, there are sequentially preferable sites identified elsewhere in the city within the Employment Study. Whilst a small scale of provision to meet local needs as part of a new centre may be acceptable in relation to the assessment criteria, and some support was received for this option in the consultation responses, a significant scale of provision at British Sugar is not recommended to be taken forward. |

## Criterion based Evaluation

### Option E5: B2 Employment uses (General Industrial) at British Sugar

| Criteria   | Assessment  |
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| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option may integrate poorly with other development due to potential issues relating to amenity impacts, land-take and vehicle movement generation. Locating these uses at British Sugar may result in poor use of brownfield land though the vehicle movements necessary to support such development could be well integrated with the strategic highway network, reducing congestion and leading to better use of natural resources. It may be possible, subject to operational requirements, to provide freight movements utilising more sustainable rail transport. Sustainability benefits may also result from locating development on British Sugar that could exploit synergies with existing development on York Business Park. The option may facilitate the sustainable expansion of York's economy.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic objectives above, the option could result in quality of life improvements through providing employment, although it may have a detrimental impact on quality of life and vitality as a result of its general amenity impacts.</p> |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>It is recognised that there is an ongoing reduction of employment in York's manufacturing base. Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. Strategic Ambition 1 of the Community Strategy seeks to achieve economic growth whilst ensuring that this does not compromise the city's attractive and historic environment.</p> <p>York Northwest is identified in the key diagram as a major brownfield development opportunity for mixed use development, and the emerging spatial strategy options prioritise York's main urban area as a principal focus for growth. Draft policy CS9 prioritises the re-use of underused and vacant industrial sites on the edge of the urban area of York for light./ general industrial and warehousing uses, although York Northwest is identified elsewhere in the document as a major regeneration area for mixed-use development. British Sugar is not identified in policy CS9 for new B2 employment provision.</p>  |
| 3) Regional and national guidance  | <p>Consultation draft PPS4 supports economic development within a planned approach establishing that movement-generating uses should be located to minimise carbon emissions, through avoiding congestion and maximising accessibility, whilst preserving local amenity – good links and proximity to the strategic highway network at the northern end of British Sugar could ensure this. Opportunities may exist to locate B2 uses on British Sugar in a manner that allows accessibility to rail infrastructure, reducing CO2 emissions, as recommended in PPS1 and PPG4, though this is dependent on Network Rails operational requirements</p>  |

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|                                    | <p>RSS Policy YH7 requires that authorities adopt a transport-orientated approach to ensure that development makes best use of existing transport infrastructure and capacity and policy E1 requires that investment is directed to locations where it has maximum benefit and secures competitive advantage. The proximity and links to strategic highway network, as well as proximity to existing industrial development at York business park, with possibility of the formation of an industrial “cluster”, could help to achieve these objectives. Opportunities may exist to maximise the benefits of proximity to rail infrastructure as outlined above</p>   |
| <p><b>Justified</b></p>            |   |
| <p>4) Consultation response</p>    | <p>At the workshops the British Sugar site was seen as more accessible to the local highway network and therefore more appropriate location for a range of employment uses, including the provision of sites for small scale employers in ‘incubator’ units and ‘niche’ manufacturing. Heavy industry was not seen as an appropriate use for the British sugar site. However in the quantitative feedback there was support for this option, both at the workshops and from the public. Although not specific to the British Sugar site, discussion at the Focus Group referred to the need for a wide range of employment sectors, including high tech, niche markets, engineering/manufacturing and low skill jobs. A range of unit sizes was felt to be appropriate, from small scale upwards. There could also be scope for city centre based business to relocate to these sites, thus impacting positively on traffic in the city. In the representations received there was little support for general industrial uses due to poor transport links and impact on neighbouring uses although links with rail freight were raised.</p>   |
| <p>5) Sustainability appraisal</p> | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• The British Sugar Site is located within flood zone 1 (little or no risk)</li> <li>• Site is located close to a residential area and could therefore be accessed by the surrounding community on foot, cycle or by public transport</li> <li>• Potential of linking the site to more sustainable transport such as through the potential tram-train and/or proposed new Park and Ride</li> <li>• Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills</li> <li>• Potential to replace jobs lost at British Sugar plant with similar jobs</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• B2 uses could require a higher level of land take in relation to the number of jobs they create and not maximise the use of a brownfield site</li> <li>• B2 uses are more likely to have a detrimental effect on the appearance of the area than other uses. Depending on the location within the British Sugar site this option has the potential to have a detrimental impact on the surrounding residential area</li> <li>• B2 uses at British Sugar could lead to an unacceptable increase in HGV’s and cars in the surrounding area which would in turn exacerbate traffic congestion and air pollution problems</li> </ul> |

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|                       | <ul style="list-style-type: none"> <li>• The sustainability benefits of this options in relation to access to open space and key local facilities and services are dependent on whether a district or local centre is developed at British Sugar</li> <li>• Risk that traffic congestion could increase in the surrounding area if employees cannot be encouraged to travel to work by sustainable means</li> <li>• British Sugar may be less attractive for businesses wanting to locate close to the city centre</li> <li>• The biodiversity value of the site will need to considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• Opportunity for development at this site to be ecologically pioneering and at forefront of good practice. Opportunities such as low carbon construction, live-work units and good, safe linkages to local facilities and services</li> <li>• Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM</li> <li>• Employment development at British Sugar should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses</li> <li>• Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs</li> <li>• Potential to complement existing and proposed uses at York Business Park</li> </ul> |
| 6) Community benefits | <p>B2 development tends to be a relatively low revenue generating use, for which the evidence base suggests there is no market demand; taking into account high land-take and brownfield land mitigation costs, this could result in lower levels of developer contributions toward community facilities, and the land intensive use may displace housing development which could meet demand and need within York.</p>   |
| 7) Evidenced approach | <p>An employment study for York has been prepared by consultants Entec (February 2009). The future level of demand for employment uses (B uses) is estimated using a customised Cambridge Econometrics forecast (used in a previous stage 1 Employment Study by SQW). The forecasts are adjusted to include a margin for choice and uncertainties/flexibility. Employment in manufacturing and associated business based around the historically significant railway and confectionary businesses have declined. It is estimated that for the period 2006 to 2029 there will be a decline in B1c/B2 uses of –886 jobs. However due to movement within the sector it is recommended that this negative</p>   |



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|                   | <p>requirement is taken forward as zero so that land is not de-allocated.</p> <p>For the purposes of showing the future supply of sites the suitability of land for B1(c)/B2/B8 uses were assessed together. Thus whilst in terms of future land requirements B2 uses are shown to have not to need additional land there is a shortlist of sites for B1(c)/B2/B8 purposes. The British Sugar site is not on the shortlist of sites for these uses.</p> <p>In terms of existing uses within York Central it is understood that there are a number of existing businesses and rail related operations which will need to be relocated.</p> |
| <b>Effective</b>  |   |
| 8) Viability      | B2 development is identified in the Viability Baseline as a relatively low revenue generating use, furthermore, the employment study suggests there is no long term need for this land-use. Taking into account high land-take and brownfield land mitigation costs, the option would be likely to have a high negative impact in terms of viability due to low revenue generation and opportunity costs.   |
| 9) Deliverability | Identified developers and partners would deliver the option. Physical site access is a potential barrier to delivery that must be overcome, other key barriers such as contamination have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, the evidence base and the practicalities of securing site access  |
| 10) Flexibility   | This option could prejudice flexibility through contamination and having a limiting effect on the types of neighbouring uses, although there are existing commercial industrial uses adjoining the site.  |
| <b>Evaluation</b> | <p>Implementation of this option would be likely to limit flexibility and inhibit viability, though there was some support in the consultation for a range of employment opportunities to be provided excluding heavy industry in this location.</p> <p>Notwithstanding the evidence base conclusions, sustainability, viability and policy considerations, there may be a need to relocate existing businesses whose operational requirements necessitate location within this vicinity. It will therefore be recommended that land be safeguarded in the AAP for these uses should it be required.</p>                                  |

## Criterion based Evaluation

### Option E6: B8 Employment Uses (Storage and Distribution) at British Sugar

| Criteria   | Assessment  |
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| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option may integrate poorly with other development due to potential issues relating to amenity impacts, land-take and vehicle movement generation. However existing industrial uses are already located in close proximity to the site. Locating these uses at British Sugar may result in poor use of brownfield land, though the vehicle movements necessary to support such development could be well integrated with the strategic highway network, reducing congestion and leading to better use of natural resources. It may be possible, subject to operational requirements, to provide freight movements utilising more sustainable rail transport. The option may facilitate the sustainable expansion of York's economy</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic objectives above, the option could result in quality of life improvements through providing employment, although it may have a detrimental impact on quality of life and vitality as a result of its general amenity impacts.</p> |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>This option could provide jobs and contribute to future employment land requirements. The location, close to the strategic road network would meet the needs of this type of employment and there is potential to explore opportunities for rail freight movement.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity, and the Core Strategies spatial strategy options prioritise York's main urban area as a principal focus for growth.</p>   |
| 3) Regional and national guidance  | <p>PPG13 advises that developments involving freight movements are located away from congested central areas and residential areas and should ensure adequate access to trunk roads. PPG4 advises warehousing uses should be located away from urban areas where traffic is likely to cause congestion and where possible be capable of access by rail/water transport, opportunities may exist to locate B8 uses on British Sugar in a manner that allows accessibility to rail infrastructure, reducing CO2 emissions, though this is dependent on Network Rails operational requirements. Consultation draft PPS4 (draft) directs developments involving movement to locations which minimise carbon emissions to avoid congestion, preserve local amenity and ensure accessibility. Proximity and links to the strategic highway network at the northern end of British Sugar could help to achieve this.</p>   |

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|                                    | <p>RSS Policy YH7 requires that authorities adopt a transport-orientated approach to ensure that development makes best use of existing transport infrastructure and capacity, and policy E1 requires that investment is directed to locations where it has maximum benefit and secures competitive advantage. Proximity and links to the strategic highway network could help to achieve these objectives. Opportunities may exist to maximise the benefits of proximity to rail infrastructure as outlined above</p>  |
| <p><b>Justified</b></p>            |   |
| <p>4) Consultation response</p>    | <p>Views expressed at the Focus Group were that warehousing within the York Northwest area (not specifically British Sugar) would be inherently problematic due to potential traffic volumes, low number of jobs and large land requirements. In the representations received there was no support for this option with road infrastructure capacity seen as a key issue. The quantitative feedback showed only moderate support in the workshop events, although over 50% of the public supported this option.</p>   |
| <p>5) Sustainability appraisal</p> | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• The British Sugar Site is located within flood zone 1 (little or no risk)</li> <li>• Site is located close to a residential area and could therefore be accessed by the surrounding community on foot, cycle or by public transport</li> <li>• Potential of linking the site to more sustainable transport such as through the potential tram-train and/or proposed new Park and Ride</li> <li>• Potential to distribute goods via rail using the Freight Avoidance Line</li> <li>• Opportunity to create employment opportunities for the area which would help to maintain the local economy and retain skills</li> <li>• Potential to replace jobs lost at British Sugar plant with similar jobs</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• Likely to have detrimental effect on eco-footprint of York due to potential traffic volume, large amounts of space required and congestion and air pollution impacts</li> <li>• B8 uses require a high level of land take in relation to the number of jobs and therefore would not maximise the use of this brownfield site</li> <li>• B8 use are more likely to have a detrimental effect on the appearance of the area and the quality of the built environment.</li> <li>• Could lead to an unacceptable increase in HGV's and cars in the surrounding area which would exacerbate congestion and air pollution and noise levels</li> <li>• Potential detrimental impact on amenity of surrounding uses particularly residential</li> <li>• Less opportunity for the creation of public open space</li> <li>• High land take of B8 uses would not maximise the number of employment opportunities provided</li> </ul> |

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|                       | <ul style="list-style-type: none"> <li>The biodiversity value of the site will need to be considered in evaluating any development proposal.</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>Recommended that explicit reference is made to the achievement of certain established standards in new development such as BREEAM</li> <li>Employment development at British Sugar should provide a range of employment opportunities to support local people in both high and low tech sectors within established and newly set up businesses</li> <li>Jobs with training and career prospects for those starting at low skills levels should be provided. Opportunities for the development of Social Enterprises that address employment and local community needs</li> <li>Potential to complement existing and proposed uses at York Business Park</li> <li>Potential to distribute goods via rail using the Freight Avoidance Line</li> </ul> |
| 6) Community benefits | B8 development tends to be a relatively low revenue generating use, which, taking into account brownfield land mitigation costs, could result in lower levels of developer contributions toward community facilities, and the land intensive use may displace housing development which could meet demand and need within York. The development would have some intrinsic, though narrower benefits to those members of the community directly and indirectly employed in the proposed use, and training and skills may be secured through the development.   |
| 7) Evidenced approach | <p>An employment study for York has been prepared by consultants Entec (February 2009). The future level of demand for employment uses (B uses) is estimated using a customised Cambridge Econometrics forecast (used in a previous stage 1 Employment Study by SQW). The forecasts are adjusted to include a margin for choice and uncertainties/flexibility. Employment in storage and distribution is expected to grow with 2,450 additional jobs in the period 2006-2029. It is estimated that for the period 2006 to 2029 there will be an additional requirement for 133,154 m<sup>2</sup> B8 floorspace, or 33.29ha of land.</p> <p>For the purposes of showing the future supply of sites the suitability of land for B1(c)/B2/B8 uses were assessed together. However, the British Sugar site is not put forward in the shortlist of sites for consideration as a possible allocation.</p>   |
| <b>Effective</b>      |   |
| 8) Viability          | B8 development is identified in the Viability Baseline as a relatively low revenue generating use. Taking into account high land-take and some brownfield land mitigation costs, the option would be likely to have a negative impact in terms of viability due to low revenue generation and opportunity   |

|                   |  |
|-------------------|--|
|                   | costs.   |
| 9) Deliverability | Identified developers and partners would deliver the option. Physical site access is a potential barrier to delivery that must be overcome, other issues such as contamination have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, the evidence base and the practicalities of securing site access   |
| 10) Flexibility   | A flexible policy approach could be taken to implementing this option in order to accommodate changing circumstances, and the physical design of the units should not prejudice flexibility for future employment uses. B8 development could, through negative amenity impact, limit the range of acceptable neighbouring uses. However, the British Sugar site already has some industrial uses adjoining it and siting could reduce negative amenity impacts associated with this.   |
| <b>Evaluation</b> | <p>Implementation of this option may limit flexibility to a degree and may inhibit viability. Public response to this option varied, with traffic congestion and adverse sustainability impacts identified as key issues of concern.</p> <p>Notwithstanding the evidence base conclusions, sustainability, viability and policy considerations, there may be a need to relocate existing businesses whose operational requirements necessitate location within this vicinity. It will therefore be recommended that land be safeguarded in the AAP for these uses should it be required.</p> |



## **2.2 HOUSING**

### **List of Housing Options Evaluated**

- H1** Concentrate at high density on York Central
- H2** Concentrate at high densities at public transport interchanges
- H3** Housing mix in accordance with HMA (64% houses, 36% flats)
- H4** Greater proportion of houses than HMA
- H5** Greater proportion of flats than HMA

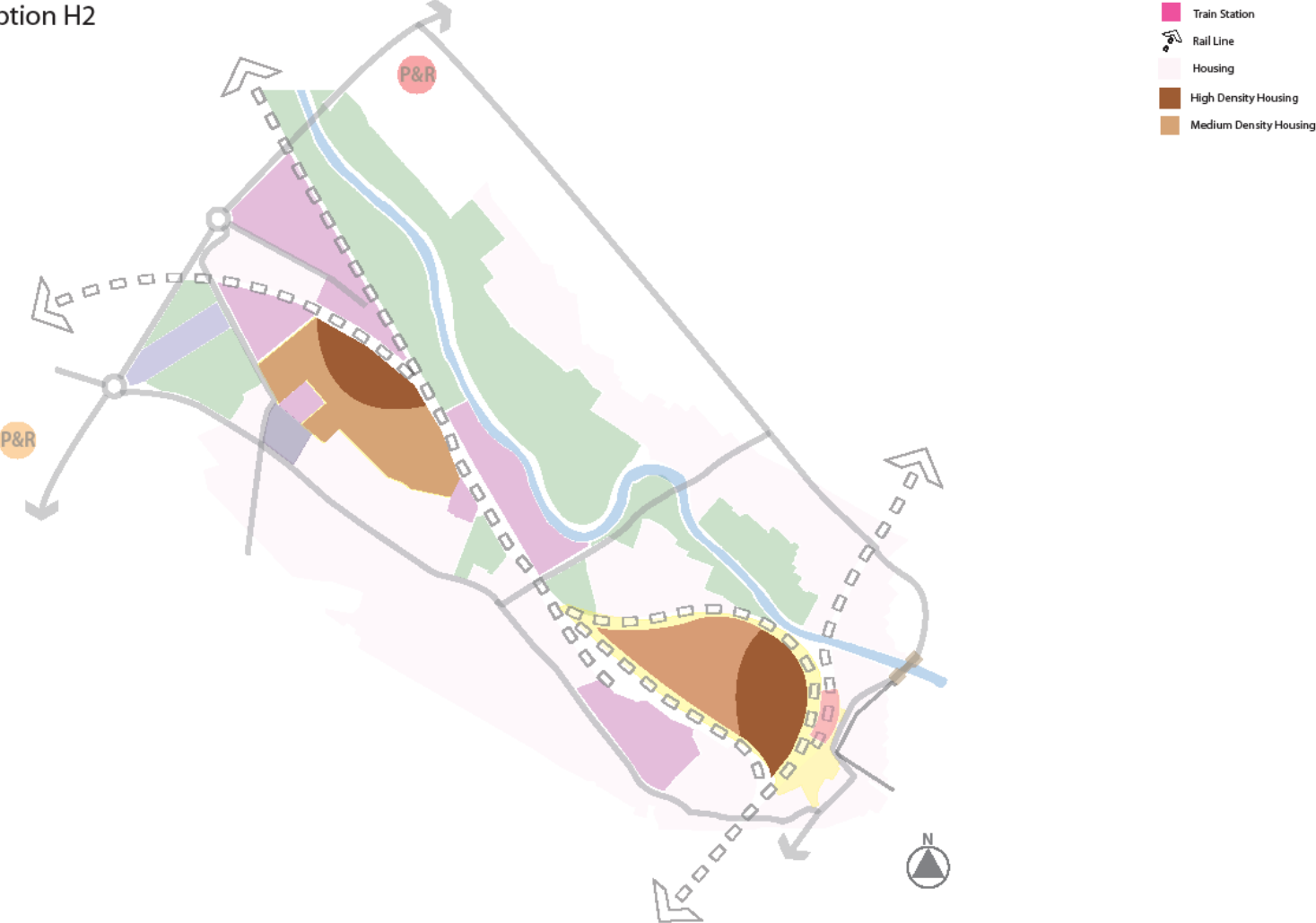
Option H1



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



Option H2



## Criterion based Evaluation

### Option H1: Higher Density Housing closer to the centre (York Central) and medium density at the fringe

| Criteria   | Assessment   |
|--|--|
| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>Locating high density housing at York Central would result in greater numbers of people having access to existing city centre facilities resulting in good social integration. Physical integration with the higher density urban built environment would depend on the level of density and would require close consideration. Higher densities could realise greater returns to the developer, some of which could be contributed toward infrastructure improvements to overcome the significant physical barriers to integration that exist around the site. Sustainability would be promoted through locating higher densities in close proximity to existing forms of sustainable transport including train and bus, which are less carbon and resource intensive than cars. A mixed-use environment including housing and other town centre uses promotes natural surveillance, social cohesion and energy savings. Lower density housing at British Sugar may not make best use of brownfield land though would ensure the developments visual integration with its surroundings and, if lower density housing is required in York, would offer locational advantages in terms of allowing higher densities to be concentrated around existing sustainable transport modes. High densities in areas of York Central at risk of flooding will need careful consideration and further investigation.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would promote vitality through integrating housing with town centre uses, quality of life would need to be ensured through a well designed physical environment, though innovation could be fostered through creative solutions to the issues of high density living and mixed uses. Higher densities will realise greater returns for developers, part of which can be captured to create a higher quality development.</p> |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The provision of significant levels of housing on this brownfield land will contribute to the aims of the 'Inclusive City'. Thus it would meet demand across all sectors and the large unmet need for affordable homes. (it would also increase the range of types of homes in the Acomb Area, which is currently identified as being a deprived neighbourhood). It could meet the Community Strategies aims of increasing affordable, 'lifetime standard' sustainable housing. However the concentration of particular densities between British Sugar and York Central may not lead to the 'balanced communities' sought within the strategy.</p>   |

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|  | <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity, and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth. The principal of residential uses as part of a mixed use development on York Northwest is supported in the document with residential uses promoted in policy CS5. Issues of density on York Northwest are delegated to the Area Action Plans although guidance to minimum density levels are given; this option would accord with those guidance levels. The influence of flood risk would require careful consideration on those parts of York Central in flood zone 3a.</p>   |
| <p>3) Regional and national guidance</p> | <p>PPS1 seeks to promote sustainable development through, amongst other things more prudent use of natural resources; concentrating high densities near to existing and planned sustainable transport links at York Central will help to achieve this. Maximising the use of brownfield land is also a key sustainability objective in PPS1 and PPS3. High densities at York Central will offer access to a wide range of facilities, jobs, services and infrastructure as promoted in PPS3, due to the sites proximity to the city centre. PPS25 establishes a sequential approach to locating development, to guide high risk development such as housing to areas at lower risk of flooding – parts of York Central are within Flood Risk Zone 3a with a high probability of flooding and development on these area would require careful consideration.</p> <p>York accommodates 27% of North Yorkshires annual housing growth over the lifetime of the RSS. Provision of high densities at York Central would contribute toward the prioritisation of brownfield development as required in RSS policy H2. Policy H4 requires that plans ensure the provision of affordable housing. Higher densities may result in a taller built form – Policy ENV9 of the RSS requires that the sky lines, views and setting of York are conserved. Policy T1 promotes personal travel reduction and shifts to modes with lower environmental impacts, which would be promoted by proximity to city centre facilities and sustainable transport links under this option.</p> |
| <p><b>Justified</b></p>                  |  |
| <p>4) Consultation response</p>          | <p>In general the options for housing density were felt to be too prescriptive and that flexibility in terms of density was needed across both sites. At the workshops a high proportion of participants registered an amber vote for the housing options. In the representations YNW was seen as capable of providing a broad range of housing densities sizes and types. Relationship to site context was considered to be key in determining the precise mix of densities. Integrating large numbers of dwellings with commercial development near the city centre was seen as problematic as well as issues of focusing development in flood risk areas. Of the two density options, this option had less support, although 60% of the public supported it, as opposed to approximately 10% of the workshop participants.</p>  |

## 5) Sustainability appraisal

### *Key Positive Effects*

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

### *Key Constraints and Uncertainties*

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

### *Key Opportunities and Enhancements*

- Creation of a sustainable community should be an overarching theme for the development of

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|                       | <p>the area. Greater specificity is required in respect of requirements such as sustainable construction standards, energy generation, environmental improvements and flood risk management. Development of this site should be ecologically pioneering and at the forefront of good practice</p> <ul style="list-style-type: none"> <li>• Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses</li> <li>• New residential development provides an opportunity to promote sustainable design and construction although this would depend on rigorous implementation. It is recommended that explicit reference is made to the achievement of certain established standards such as the Code for Sustainable Homes</li> <li>• A Green Infrastructure strategy should be incorporated into the development</li> <li>• It will be important to ensure that new development is accompanied by an appropriate level of supporting infrastructure including health care facilities and other community facilities</li> </ul> |
| 6) Community benefits | <p>Higher densities of housing will lead to greater numbers with better returns to developers and greater contributions to community facilities, higher numbers of units will also produce a greater quantity of affordable housing which will contribute towards meeting need in the cities communities. Significantly increasing housing supply should go further to meeting demand and lead to greater affordability in both market and intermediate units. Locating housing growth in close proximity to sustainable public transport links will maximise accessibility to jobs and services for the community. Careful design of units will be required at higher densities to ensure adequate amenity.</p>  |
| 7) Evidenced approach | <p>The 2007 Strategic Housing Market Assessment, as well as identifying the public's preferences in terms of mix of houses and flats (64% and 36% respectively), re-establishes, based on need, that 50% of units should be required to be affordable, and calculates that 63-67% of affordable units should be social rented, and 33-37% intermediate housing. In terms of household size, the study examines expectations and past trends, and calculates that across all tenures, 21% of units should be 1-bed, 29% 2-bed, 29% 3-bed, and 21% 4-bed+. The profile for market unit provision broadly aligns with this, though intermediate tenures show greater demand for 1 and 2-bed units (29% and 50% respectively), and social rented tenures show a greater demand for 2-bed units (49%) and a lower demand for one bed units (4%).</p> <p>The 2009 SHLAA (part 2) identifies indicative densities for new development, based on historic levels in the York area. The higher densities outlined in this option accord with those adopted in the SHLAA.</p>                             |

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| <b>Effective</b>  |  |
| 8) Viability      | Viability baseline appraisal indicates that housing is a relatively viable land use, particularly the market element of any scheme. At this stage the option is considered to be likely to have a medium to high positive impact in terms of viability due to higher revenue generation than lower densities.  |
| 9) Deliverability | Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, and the practicalities of securing site access.  |
| 10) Flexibility   | This option would not prejudice flexibility. The option could be implemented in a manner which could allow some flexibility for changing circumstances through the sizes of units and scale of provision at the detailed masterplanning/ design stage of development. The Area Action Plan could include a policy approach within which any alternative change of use could be considered.   |
| <b>Evaluation</b> | Concentrating higher densities closer to the centre is a sustainable model for housing provision and accordingly is supported in policy and evidence base work. Viability benefits arise from higher densities, and flexibility can be retained through use of minimum standards in policy as opposed to ranges. Although some concerns were raised on the need for flexibility these issues can be accommodated within a policy approach. This option will be taken forward for consideration |

## Criterion based Evaluation

### Option H2: High Density Housing in mix-use near public transport interchanges, medium density away from interchanges

| Criteria   | Assessment  |
|--|---|
| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>Concentrating high density housing near to transport nodes would realise higher returns to developers, potentially releasing greater contributions toward integration with the sites context. Higher densities may not integrate well in visual terms with British Sugars immediate low density context, though there are fewer physical barriers to integration with the British Sugars wider context on its western boundary. More intensive use of brownfield land would be achieved under this option, and sustainability would be promoted through locating higher densities in close proximity to existing forms of transport including train and bus, which are less carbon and resource intensive than cars. A mixed-use environment at York Central, including housing and other town centre uses, would promote natural surveillance, social cohesion and energy savings.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may promote vitality by concentrating housing and other uses. It would offer an innovative solution to development in suburban areas such as British Sugar. Housing would need to be well designed to ensure that the impacts of other uses, including the transport infrastructure itself, did not detrimentally impact on quality of life, and the overall quality of the development</p> |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The provision of significant levels of housing on this brownfield land will contribute to the aims of the 'Inclusive City'. Thus it would meet demand across all sectors and the large unmet need for affordable homes. (it would also increase the range of types of homes in the Acomb Area, which is currently identified as being a deprived neighbourhood). It could meet the Community Strategies aims of increasing affordable, 'lifetime standard' sustainable housing. However the concentration of particular densities between British Sugar and York Central may not lead to the 'balanced communities' sought within the strategy.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity, and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth The principal of residential uses as part of a mixed use development on York Northwest is supported in the document with residential uses promoted in policy CS5. Issues</p>   |

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|                                   | <p>of density on York Northwest are delegated to the Area Action Plans although guidance to minimum density levels are given; this option would accord with those guidance levels. The influence of flood risk would require careful consideration on those parts of York Central in flood zone 3a.</p>  |
| 3) Regional and national guidance | <p>PPS1 seeks to promote sustainable development through, amongst other things more prudent use of natural resources; concentrating high densities near to existing and planned sustainable transport links at York Central will help to achieve this. Maximising the use of brownfield land is also a key sustainability objective in PPS1 and PPS3. High densities at York Central will offer access to a wide range of facilities, jobs, services and infrastructure as promoted in PPS3, due to the sites proximity to the city centre. PPS25 establishes a sequential approach to locating development, to guide high risk development such as housing to areas at lower risk of flooding – parts of York Central are within Flood Risk Zone 3a with a high probability of flooding and development on these area would require careful consideration.</p> <p>York accommodates 27% of North Yorkshires annual housing growth over the lifetime of the RSS. Provision of high densities at York Central would contribute toward the prioritisation of brownfield development as required in RSS policy H2. Policy H4 requires that plans ensure the provision of affordable housing: high abnormal costs may reduce affordable levels at York Northwest. Higher densities may result in a taller built form – Policy ENV9 of the RSS requires that the sky lines, views and setting of York are conserved. Policy T1 promotes personal travel reduction and shifts to modes with lower environmental impacts, which would be promoted by proximity to city centre facilities and sustainable transport links under this option.</p> |
| <b>Justified</b>                  |  |
| 4) Consultation response          | <p>At the workshops there was broad agreement with the concept of focussing higher density housing in more sustainable locations with better access to public transport and services. In the representations the standard of all units being within 10 minutes walk of public transport was promoted. However, there was a high proportion of participants who registered an amber vote for the housing options. In general the options for housing density were felt to be too prescriptive and that flexibility in terms of density was needed across both sites However, nearly 70% of public feedback supported this option. A marginal preference was shown for concentrating higher density housing closer to public transport interchanges over Option H1 in the workshops.</p>   |
| 5) Sustainability appraisal       | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• Provision of higher density housing close to the city centre, a major public transport node and existing services is an efficient use of brownfield land</li> <li>• Providing higher density housing adjacent to a major public transport hub promotes sustainability in line with national guidance</li> <li>• The creation of high quality open space throughout the development is important. The</li> </ul>  |



objective should be to maximise open space provision and continuous area of green infrastructure/green corridors to promote wildlife and biodiversity

- New residents would be located close to a major public transport hub (York Railway Station) and within walking distance of the city centre reducing the need to travel by private car
- The central location of this development will provide good access to the city centre and the facilities it offers and encourage walking and cycling
- Potential for mixed densities and housing types to be promoted including the provision of affordable housing and easily accessible associated services and facilities to allow the development of a diverse and vibrant community

*Key Constraints and Uncertainties*

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

*Key Opportunities and Enhancements*

- Creation of a sustainable community should be an overarching theme for the development of the area. Greater specificity is required in respect of requirements such as sustainable construction standards, energy generation, environmental improvements and flood risk management. Development of this site should be ecologically pioneering and at the forefront of good practice
- Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses
- New residential development provides an opportunity to promote sustainable design and construction although this would depend on rigorous implementation. It is recommended that

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|                       | <p>explicit reference is made to the achievement of certain established standards such as the Code for Sustainable Homes</p> <ul style="list-style-type: none"> <li>• A Green Infrastructure strategy should be incorporated into the development</li> <li>• It will be important to ensure that new development is accompanied by an appropriate level of supporting infrastructure including health care facilities and other community facilities</li> </ul>   |
| 6) Community benefits | <p>Higher densities of housing will lead to greater unit numbers with better returns to developers and higher contributions to community facilities, more units will also produce a greater quantity of affordable housing which will contribute towards meeting need in the cities communities. Significantly increasing housing supply should go further to meeting demand and lead to greater affordability in both market and intermediate units. Locating housing growth in close proximity to sustainable public transport links will maximise accessibility to jobs and services for the community. Careful design will be required at higher densities to ensure adequate amenity, though this may be more easily achieved where new sustainable transport infrastructure is to be implemented than where this infrastructure is existing.</p>  |
| 7) Evidenced approach | <p>The 2007 Strategic Housing Market Assessment, as well as identifying the public's preferences in terms of mix of houses and flats (64% and 36% respectively), re-establishes, based on need, that 50% of units should be required to be affordable, and calculates that 63-67% of affordable units should be social rented, and 33-37% intermediate housing. In terms of household size, the study examines household expectations and past trends, and calculates that across all tenures 21% of units should be 1-bed, 29% 2-bed, 29% 3-bed, and 21% 4-bed+. The profile for market unit provision broadly aligns with this, though intermediate tenures show greater demand for 1 and 2-bed units (29% and 50% respectively), and social rented tenures show a greater demand for 2-bed units (49%) and a lower demand for one bed units (4%).</p> <p>The 2009 SHLAA (part 2) identifies indicative densities for new development, based on historic levels in the York area. The higher densities outlined in this option accord with those adopted in the SHLAA, however, medium densities at York Central would not take advantage of the significant opportunities offered by the sites sustainable urban location.</p> |
| <b>Effective</b>      |   |
| 8) Viability          | <p>Viability baseline appraisal indicates that housing is a relatively viable land use, particularly the market element of any scheme. At this stage the option is considered to be likely to have a medium to high positive impact in terms of viability due to higher revenue generation than lower densities. Medium densities at York Central would reduce revenues, making the scheme less viable.</p>   |
| 9) Deliverability     | <p>Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with</p>   |

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|                   | mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, provision of transport infrastructure and the practicalities of securing site access  |
| 10) Flexibility   | This option would not prejudice flexibility. The option could be implemented in a manner which could allow some flexibility for changing circumstances through the sizes of units and scale of provision at the detailed masterplanning/ design stage of development. The Area Action Plan could include a policy approach within which any alternative change of use could be considered.   |
| <b>Evaluation</b> | <p>Provision of medium densities at York Central is not seen as appropriate given the significant opportunities offered by its sustainable urban location. However there was support for elements of this option in the consultation with broad agreement for locating higher density development adjacent to transport provision.</p> <p>Whilst the principal of concentrating higher densities close to public transport interchanges is a sustainable model for housing provision and supported in the criteria evaluation, uncertainties around provision of tram-train and the timescales for implementation mean that this option will not currently be pursued, however, flexibility will be factored into the AAP should the tram train option be pursued.</p> |

## Criterion based Evaluation

### Option H3: Housing mix in accordance with HMA (64% houses 36% flats)

| Criteria   | Assessment   |
|--|--|
| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option would represent the views of York's residents and would be most likely to lead to social integration. Houses would integrate well in visual terms with the context of British Sugar and parts of York Central. Being representative of the York residents views, the option would hopefully support the sustainability objectives of social inclusion and mixed balanced communities.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life by offering residents the type of accommodation they most desire, vitality would also be encouraged by the mix of housing types.</p>  |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The Inclusive City seeks to increase the availability of affordable, 'lifetime standard' sustainable housing in balanced communities. Implementation of the HMA recommended housing mix would help to redress the current imbalance in York's housing mix and thereby help to achieve a more balanced community. A major issue for the city is to determine appropriate levels of housing, especially low cost/affordable and family housing.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity, and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth The principal of residential uses as part of a mixed use development on York Northwest is supported in the document with residential uses promoted in policy CS5, however, the influence of flood risk would require careful consideration on those parts of York Central in flood zone 3a. Policy CS5 seeks to respond the SHMA conclusions on housing mix, whilst having regard to committed development with a recommended overall mix of 70% houses to 30% flats.</p> |
| 3) Regional and national guidance  | <p>PPS3 promotes variety in housing developments, particularly in terms of tenure, price and household, requiring that the mix in LDD's be based on the findings of the SHMA. This option would accord with that approach.</p> <p>RSS Policy H1 sets a "floor" target of 850 dwellings pa in the York area from 2008 – high levels of houses may reduce yields from York Northwest.</p>  |
| <b>Justified</b>   |  |
| 4) Consultation response   | <p>At the workshops the difficulties of providing more houses than apartments whilst maintaining high levels of density were recognised. The need for family houses with high quality public/private space to</p>  |

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|                             | <p>ensure a spaced out inclusive community was stressed. The need for housing as opposed to flats was highlighted in the representations and at the Inclusive York Forum. Other types of accommodation was also highlighted as appropriate types of housing. In the representations housing mix in accordance with the HMA was widely supported. York Central was felt better suited to accommodate flats than British Sugar. Approximately 30% of both workshop and public responses supported this option.</p>  |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• Will help to meet the housing need identified in the Strategic Housing Market Assessment</li> <li>• Potential to create a vibrant, mixed community</li> <li>• Potential for mixed densities and housing types to be promoted including the provision of affordable housing and easily accessible associated services and facilities to allow the development of a diverse and vibrant community</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• Impact of this option on the quality of the built environment and the cultural heritage of York will depend on the location, scale, design, construction and operation and is difficult to anticipate effects at this initial stage</li> <li>• The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation</li> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> <li>• There is a heightened importance of linkages to green space at higher densities</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• Opportunity to provide housing in line with SHMA and to provide a good balance of family housing</li> </ul> |
| 6) Community benefits       | <p>Prioritising houses as opposed to flats would accord with the communities desires as expressed in the HMA, and increasing supply of houses should go further to meeting demand and lead to greater affordability in market and intermediate houses. However, this option may result in fewer numbers of units, with lower returns to developers and therefore less contribution to community facilities and fewer affordable units, also, houses may be less readily served by public transport due to their more dispersed development pattern, and therefore community accessibility to jobs and services may be compromised</p>   |
| 7) Evidenced approach       | <p>The 2007 Strategic Housing Market Assessment, as well as identifying the public's preferences in terms of mix of houses and flats (64% and 36% respectively), re-establishes, based on need, that 50% of units should be required to be affordable, and calculates that 63-67% of affordable units</p>   |

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|                   | <p>should be social rented, and 33-37% intermediate housing. In terms of household size, the study examines household expectations and past trends, and calculates that across all tenures 21% of units should be 1-bed, 29% 2-bed, 29% 3-bed, and 21% 4-bed+. The profile for market unit provision broadly aligns with this, though intermediate tenures show greater demand for 1 and 2-bed units (29% and 50% respectively), and social rented tenures show a greater demand for 2-bed units (49%) and a lower demand for one bed units (4%).</p> <p>Further analysis of the SHMA findings, in the context of existing planning permissions has revealed that, should those schemes with permission be built out, a higher proportion of houses that recommended in the HMA would be required in order to deliver its objectives of a balanced housing market. This is reflected in the Core Strategy Preferred Options approach with 70% houses to 30% flats being required in policy CS5.</p> |
| <b>Effective</b>  |   |
| 8) Viability      | <p>Viability baseline appraisal reveals marginal differences in cost-revenue differentials between flats and houses, and whilst a more heavily flatted scheme will deliver greater numbers of units, recent market activity suggests more limited take-up of new flatted development. The housing biased approach outlined in this option, is therefore more likely to be viable. The option is considered to be likely to have a medium to high positive impact in terms of viability.</p>   |
| 9) Deliverability | <p>Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, and the practicalities of securing site access. As outlined above, recent market activity suggests more limited take-up of new flatted development, the housing biased approach outlined in this option is therefore more likely to be deliverable.</p>  |
| 10) Flexibility   | <p>Adoption of a fixed proportion of houses and flats would prejudice flexibility. It would not allow for flexibility for changing circumstances through the sizes of units and scale of provision at the detailed masterplanning/ design stage of development. The Area Action Plan should include a policy approach to allow for flexibility and would be subject to monitoring and review.</p>   |

**Evaluation**

The option would deliver strongly in terms of the AAP's vision and strategic objectives, as well as being in broad conformity with relevant strategies and guidance at national, regional and local level, and relevant evidence base. The option of giving a greater bias towards houses received wide support at consultation with an emphasis on providing quality homes, generally reflects sustainability objectives. Community benefits would be delivered by the approach, and a positive influence on overall scheme viability is anticipated. The option is considered not to exert a prejudicial influence in terms of scheme deliverability though, in response to concerns expressed in consultation, greater flexibility in housing mix should be built into any policy approach. From this analysis, the option would appear to be an appropriate approach to develop as a preferred option.

## Criterion based Evaluation

### Option H4: More Houses and Less flats than HMA

| Criteria   | Assessment  |
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| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>This option would be less representative of the views of York's population and may therefore be less likely to lead to social integration. Houses would integrate well in visual terms with the context of British Sugar and parts of York Central. Being less representative of the York residents views, the option may not support the sustainability objectives of social inclusion and mixed balanced communities, and high levels of houses may reduce the ability of the developer to provide affordable units at the target rates sought by the Council, leading to social imbalance.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life for some, by offering those residents the type of accommodation they most desire, however many may not be able to afford/ desire the type of accommodation and would not therefore benefit from it. Vitality may be undermined by less variety in housing type.</p>   |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The Inclusive City seeks to increase the availability of affordable, 'lifetime standard' sustainable housing in balanced communities. Implementation of higher levels of houses than the HMA recommended housing mix would help to redress the current imbalance in York's housing mix and thereby help to achieve a more balanced community. A major issue for the city is to determine appropriate levels of housing, especially low cost/affordable and family housing.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity, and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth The principal of residential uses as part of a mixed use development on York Northwest is supported in the document with residential uses promoted in policy CS5, however, the influence of flood risk would require careful consideration on those parts of York Central in flood zone 3a. Policy CS5 seeks to respond the SHMA conclusions on housing mix, whilst having regard to committed development with a recommended overall mix of 70% houses to 30% flats provision of a greater proportion of houses than 70% would not accord with the approach in the core strategy preferred options..</p> |
| 3) Regional and national guidance  | <p>PPS3 promotes variety in housing developments, particularly in terms of tenure price and household. This option would not accord fully with that approach.</p>   |



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|                             | RSS Policy H1 sets a “floor” target of 850 dwellings pa in the York area from 2008 – higher levels of houses could significantly reduce yields from York Northwest.   |
| <b>Justified</b>            |   |
| 4) Consultation response    | No objections to this option were raised by workshop participants with 31% agreeing that more houses should be provided than the HMA recommendations. In the representations received the option was supported by some, particularly on the British Sugar site, others felt that congestion and flood risk rendered this option impractical. From the public responses this option received the highest support of the 3 presented. The workshop feedback also indicated slightly higher support for this option than Option H3.  |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• Will help to meet the need for more family housing</li> <li>• Potential to create a vibrant, mixed community</li> <li>• The creation of high quality open space throughout the development is important. The objective should be to maximise open space provision and continuous area of green infrastructure/green corridors to promote wildlife and biodiversity</li> <li>• Potential for mixed densities and housing types (i.e. detached, semi-detached, terraces) to be promoted including the provision of affordable housing and easily accessible associated services and facilities to allow the development of a diverse and vibrant community</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• A higher proportion of houses than in the SHMA is likely to reduce the overall density and the total number of dwellings provided at York Northwest. This could reduce the sites contribution to meeting York’s housing needs and is potentially a less efficient use of a key brownfield site</li> <li>• More apartments may be needed to ensure scheme viability</li> <li>• Impact of this option on the quality of the built environment and the cultural heritage of York will depend on the location, scale, design, construction and operation and is difficult to anticipate effects at this initial stage</li> <li>• The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation</li> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• Opportunity to provide housing in line with SHMA and to provide a good balance of family housing</li> </ul> |

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| 6) Community benefits | <p>Prioritising higher levels of houses than the HMA would not accord with the communities wishes and would not contribute towards a balanced housing market. It would also result in fewer numbers of units, with lower returns to developers and therefore less contribution to community facilities and fewer affordable units. Houses may also be less readily served by public transport due to their more dispersed development pattern, and therefore community accessibility to jobs and services may be compromised. Increasing supply of houses should, however, go further to meeting demand and lead to greater affordability in market and intermediate houses.</p>   |
| 7) Evidenced approach | <p>The 2007 Strategic Housing Market Assessment, as well as identifying the publics preferences in terms of mix of houses and flats (64% and 36% respectively), re-establishes, based on need, that 50% of units should be required to be affordable, and calculates that 63-67% of affordable units should be social rented, and 33-37% intermediate housing. In terms of household size, the study examines household expectations and past trends, and calculates that across all tenures 21% of units should be 1-bed, 29% 2-bed, 29% 3-bed, and 21% 4-bed+. The profile for market unit provision broadly aligns with this, though intermediate tenures show greater demand for 1 and 2-bed units (29% and 50% respectively), and social rented tenures show a greater demand for 2-bed units (49%) and a lower demand for one bed units (4%).</p> <p>Further analysis of the SHMA findings, in the context of existing planning permissions has revealed that, should those schemes with permission be built out, a higher proportion of houses that recommended in the HMA would be required in order to deliver its objectives of a balanced housing market. This is reflected in the Core Strategy Preferred Options approach with 70% houses to 30% flats being required in policy CS5.</p> <p>This option would not accord with the SHMA findings and be contrary to the evidence base.</p> |
| <b>Effective</b>      |  |
| 8) Viability          | <p>Viability baseline appraisal reveals marginal differences in cost-revenue differentials between flats and houses, and whilst a more heavily flatted scheme will deliver greater numbers of units, recent market activity suggests more limited take-up of new flatted development. The housing biased approach outlined in this option, is therefore more likely to be viable. The option is considered to be likely to have a medium to high positive impact in terms of viability.</p>  |
| 9) Deliverability     | <p>Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, and the practicalities of securing site access. As outlined above, recent market activity suggests more limited take-up of new flatted development, the housing biased approach outlined in this option is</p>  |

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|                   | therefore more likely to be deliverable  |
| 10) Flexibility   | This option may prejudice flexibility. It would not allow for flexibility for changing circumstances through the sizes of units and scale of provision at the detailed masterplanning/ design stage of development. The Area Action Plan could include a policy approach to allow for flexibility and would be subject to monitoring and review.   |
| <b>Evaluation</b> | The option of giving a greater bias towards houses received wide support at consultation, and generally reflects sustainability objectives. Community benefits would be delivered by the approach, and a positive influence on overall scheme viability is anticipated. However the option would be contrary to current policy and evidence base approach and it is not therefore recommended to be taken forward. |

## Criterion based Evaluation

### Option H5: More flats and less houses than HMA

| Criteria   | Assessment   |
|--|--|
| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>This option would be less representative of the views of York's population and may therefore be less likely to lead to social integration. Flats may integrate poorly in visual terms with the context of British Sugar and parts of York Central. Being less representative of the York residents views, the option may not support the sustainability objectives of social inclusion and mixed balanced communities, and high levels of flats may lead to social imbalance.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life for some, by offering those residents the type of accommodation they most desire, however many may not desire the type of accommodation provided and would not therefore benefit from it. Vitality may be undermined by less variety in housing type.</p>  |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The Inclusive City seeks to increase the available of affordable, 'lifetime standard' sustainable housing in balanced communities. Implementation of a higher flatted housing mix would not help to redress the current imbalance in York's housing mix and thereby not lead to a more balanced community. A major issue for the city is to determine appropriate levels of housing, especially low cost/affordable and family housing.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity, and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth The principal of residential uses as part of a mixed use development on York Northwest is supported in the document with residential uses promoted in policy CS5, however, the influence of flood risk would require careful consideration on those parts of York Central in flood zone 3a. Policy CS5 seeks to respond the SHMA conclusions on housing mix, whilst having regard to committed development with a recommended overall mix of 70% houses to 30% flats.</p> |
| 3) Regional and national guidance  | <p>PPS3 promotes variety in housing developments, particularly in terms of tenure price and household. This option would not accord fully with that approach.</p> <p>RSS Policy H1 sets a "floor" target of 850 dwellings pa in the York area from 2008 – higher levels of flats will be likely to increase yields from York Northwest.</p>  |

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| <b>Justified</b>            |  |
| 4) Consultation response    | <p>This option received the least level of support of all 5 housing options presented. In the representations received there was a mixed response with support by some but not by others who felt the approach was not evidenced and would not provide the required mix of housing. In the workshop feedback there was strong disagreement that a greater proportion of apartments should be provided than the HMA.</p>  |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• Opportunity to maximise the extent of residential development on brownfield land close to the city centre</li> <li>• Opportunity to create mixed use developments with commercial uses on the ground floor and apartments on the upper floor</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• Unlikely to meet the identified need for housing in the SHMA</li> <li>• Greater provision of apartments would reduce the opportunity to create family homes with private gardens</li> <li>• High density apartments could have a detrimental impact on the surrounding setting and character of the area and on key views of the Minster and other key buildings</li> <li>• More apartments potentially means more people which could lead to greater pressure on services, community facilities and transport infrastructure</li> <li>• Impact of this option on the quality of the built environment and the cultural heritage of York will depend on the location, scale, design, construction and operation and is difficult to anticipate effects at this initial stage</li> <li>• The biodiversity value of the site will need to be considered in evaluating any development proposal. There is potential for new development to conserve or enhance biodiversity through careful design to avoid impact of wildlife or habitat creation</li> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• Could generate higher land values and opportunities for greater cross subsidy of non-commercial facilities</li> </ul> |
| 6) Community benefits       | <p>Prioritising higher levels of flats than the HMA would not accord with the communities wishes and may not effectively influence affordability in market units due to existing over-supply of flats in these tenures. However, the approach would result in greater numbers of units, generating higher returns to developers and therefore more contributions to community facilities and affordable units, also, flats</p>   |

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|                       | <p>may be more readily served by public transport due to their less dispersed development pattern, thereby promoting better community accessibility to jobs and services.</p>   |
| 7) Evidenced approach | <p>The 2007 Strategic Housing Market Assessment, as well as identifying the public preferences in terms of mix of houses and flats (64% and 36% respectively), re-establishes, based on need, that 50% of units should be required to be affordable, and calculates that 63-67% of affordable units should be social rented, and 33-37% intermediate housing. In terms of household size, the study examines household expectations and past trends, and calculates that across all tenures 21% of units should be 1-bed, 29% 2-bed, 29% 3-bed, and 21% 4-bed+. The profile for market unit provision broadly aligns with this, though intermediate tenures show greater demand for 1 and 2-bed units (29% and 50% respectively), and social rented tenures show a greater demand for 2-bed units (49%) and a lower demand for one bed units (4%).</p> <p>Further analysis of the SHMA findings, in the context of existing planning permissions has revealed that, should those schemes with permission be built out, a higher proportion of houses that recommended in the HMA would be required in order to deliver its objectives of a balanced housing market. This is reflected in the Core Strategy Preferred Options approach with 70% houses to 30% flats being required in policy CS5.</p> <p>This option would provide more than 30% flats and would therefore not accord with the SHMA findings and be contrary to the evidence base.</p> |
| <b>Effective</b>      |   |
| 8) Viability          | <p>Viability baseline appraisal reveals marginal differences in cost-revenue differentials between flats and houses, and whilst a more heavily flatted scheme will deliver greater numbers of units, recent market activity suggests more limited take-up of new flatted development. The flatted biased approach outlined in this option, is therefore less likely to be viable. The option is considered to be less likely to have a beneficial impact in terms of viability.</p>   |
| 9) Deliverability     | <p>Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to RSS targets, and the practicalities of securing site access. As outlined above, recent market activity suggests more limited take-up of new flatted development, the flat biased approach outlined in this option is therefore less likely to be deliverable</p>  |
| 10) Flexibility       | <p>This option may prejudice flexibility. It would not allow for flexibility for changing circumstances through the types of units at the detailed masterplanning/ design stage of development.</p>   |
| Evaluation            | <p>The option of giving a greater bias towards flats received limited support at consultation, though does have advantages in terms of sustainability. Community benefits are less likely to be delivered by the</p>  |

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|  | <p>approach, and a less positive influence on overall scheme viability is anticipated. The option would also be contrary to current policy and evidence base approach and it is not therefore recommended to be taken forward.</p> |
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## **2.3 SOCIAL INFRASTRUCTURE**

### **List of Social Infrastructure Options Evaluated**

- S1** District Centre at York Central, smaller facilities at British Sugar
- S2** District Centre at British Sugar, smaller facilities at York Central
- S3** 2 Local Centres
- S4** Range of small facilities in clusters
- S5** Comparison retailing at York Central



## Criterion based Evaluation

### Option S1: District Centre at British Sugar, smaller scale facilities at York Central

| Criteria  | Assessment   |
|---|--|
| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>A district centre would be well placed on British Sugar to serve the needs of people occupying the development, though could also draw residents from a wider catchment than the development area and would need to be well integrated in terms of transport infrastructure in order not to exacerbate congestion issues. It would need to be demonstrated that a new district centre would not adversely impact on the vitality and viability of Acomb District Centre and existing surrounding local shops and services. A district centre would also accommodate buildings of a large scale which would need to be carefully integrated in visual terms with British Sugars physical context. The centre would be well placed in sustainability terms to serve the needs of the new community, and concentrating services together would result in linked trips with resource savings, however a district centre would also have to be well served by public transport to meet the wider populations needs in a sustainable manner. Due to the sites residential context a district centre would have a closer catchment population. In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would contribute towards vitality by creating a new mixed-use centre at the heart of the new communities, quality of life may also be improved for new and existing residents by the provision of a cluster of convenient services in close proximity to their dwellings.</p> |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>The Inclusive City objective within the community strategy seeks to improve access to services, information and facilities for residents, neighbourhoods and those most at risk of exclusion. The provision of district/local centres within the development will provide central facilities, accessible from the surrounding residential areas. This could meet the local retail, service and community needs of those located in surrounding areas. The provision of new facilities could be directed to the particular needs of the adjoining and new communities. The larger the centre, eg District Centre, the wider the range of facilities that could be supported.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy options prioritise York's main urban area as a principal focus for growth. In terms of convenience retail, the emerging favoured approach is to locate growth first to city then district and smaller centres, then to additional centres such as York Northwest, in order to cater for new need. The emerging favoured approach (policy CS8) is to provide local/city wide services accessible to all communities and relative to their catchments. Accessibility to local services by walking, cycling and public transport is required.</p>  |

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| 3) Regional and national guidance | <p>PPS1 promotes sustainable and inclusive patterns of development, which would be supported in this option through provision of facilities in close proximity to the communities they serve. PPS6 promotes designation of new centres and rebalancing of networks of centres at local level through development plan documents, in order to meet identified everyday needs and in areas of significant growth. Draft PPS4 outlines the need for a hierarchy of centres to be established through the Core Strategy with the designation of new centres, at appropriate scale, in areas of significant growth to meet the needs arising from this.</p> <p>RSS Policy T1 promotes personal travel reduction and shifts to modes with lower environmental impacts; the former of these objectives would be met by locating a centre close to the population it serves.</p>   |
| <b>Justified</b>                  |  |
| 4) Consultation response          | <p>The responses to this option were mixed. At the workshops majority support was registered for this option (over 50%) and from all the options presented this option received the least objection. However in the public response, approximately 50% objected to it although it was favoured over locating this at York Central. In the leaflet response a district centre received less support than a local centre. Specific community facilities were felt to be important by the Inclusive York Forum which could be provided in a centre of 'district' size. In the representations received the provision of a range of community, health and education facilities were supported. It was noted that retail development should be of a scale not to impact on existing centres and be fully informed by the outcomes of the retail study.</p>  |
| 5) Sustainability appraisal       | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• New district centre would provide a range of social, community and other shopping and service facilities which meet the needs of future and existing residents and employees and avoid over-burdening existing services</li> <li>• The British Sugar Site is located within flood zone 1 (little or no risk)</li> <li>• The new centre could function as a community heart/focus</li> <li>• Would provide new local shopping facilities to address the deficiencies in existing facilities for residents in the surrounding area</li> <li>• Opportunity to reduce the need to travel outside the area to shopping facilities and the potential to locate new facilities in close proximity to new rail halt or public transport interchange</li> <li>• Could provide employment opportunities in the local area for different skill sectors</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• Risk that traffic congestion could increase at the British Sugar site due to increased trips</li> <li>• The scale, nature and location of facilities is key to reducing the impact on traffic congestion and not substantially increasing car trips</li> </ul> |

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|                       | <ul style="list-style-type: none"> <li>Depending on the scale of facilities this option could have a detrimental impact on the vitality and viability of Acomb District Centre and other small shops in the surrounding area</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses</li> </ul>   |
| 6) Community benefits | <p>The type of facilities provided will be those intrinsically best suited to cater for community needs as a result of detailed evidence base work. The provision of facilities in a centralised manner may provide for economies of scale in terms of infrastructure provision, leading to better quality facilities. Centralisation should also facilitate more effective public transport links, improving accessibility for the community. A district centre, if justified through evidence base, would be of a larger scale than local centre, providing a wider range of services and, potentially with better public transport links, locating such a centre at British Sugar would make it proximate and therefore more readily accessible to a large residential community.</p>   |
| 7) Evidenced approach | <p>Based on high levels of over trading in out of centre locations the Retail Study identified city wide capacity for 5034m<sup>2</sup> net of convenience goods floorspace by 2017. The Study recommends at the very least, additional small format 'top up' foodstore provision is encouraged over the LDF period in the city centre. Additional capacity for convenience goods, which would exceed a new city centre foodstore should be directed in the first instance to existing district and local centres and/or York Northwest. The Study finds that there may be a need for the allocation of local/district centres on the York Central/British Sugar sites, although it will be necessary for the proposals to demonstrate the extent of need meeting the tests set out in PPS6.</p> <p>Further comparison retail work will be undertaken to inform the approach to provision on York Northwest.</p> <p>A convenience gap analysis will be required to inform the scale and type of shopping facilities provided on the York Central and British Sugar sites. This work will be undertaken as part of more detailed work on a preferred option.</p> <p>At this stage the scale of provision assumed within the land use model has been based on the population/facility ratio in an existing comparable local centre within York. The quantum's generated by the populations in the model equate broadly to provision of either two new local centres or one district centre (using the definitions in PPS6 for local/district centres).</p> <p>Analysis of education facilities within this sector of the city has revealed limited residual capacity. This would suggest the provision of new facilities as part of a new centre within the areas would be required.</p> |
| <b>Effective</b>      |  |
| 8) Viability          | The viability baseline has identified convenience retail as a relatively viable land use with quite high   |

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|                   | <p>revenue to cost differential.</p> <p>At this stage the option is considered to be likely to have a medium to high positive impact in terms of viability due to high revenue generation, particularly from a larger convenience retail offer.</p>  |
| 9) Deliverability | <p>Identified developers and partners would deliver the option. Physical site access is a potential barrier to delivery that must be overcome, other barriers such as contamination have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to the evidence base and practicalities of securing facilities on site in a timely manner to serve the new communities.</p>   |
| 10) Flexibility   | <p>A flexible approach could be taken to allow changing circumstances through the policy approach taken and the centre approach would allow for this.</p>  |
| <b>Evaluation</b> | <p>Both national and local policy would support new centres to provide services within the area. Consultation to this option was mixed, although the provision of community facilities within a central location was supported.</p> <p>The criterion relating to 'effectiveness' all would support this approach. Evidence base work identifies capacity for new provision within the city to 2017 as well as a gap in existing provision in this part of the city, although this would need further analysis to inform the size and catchment of any retail use. Analysis of the size of local centre relative to population served reveals a broad requirement for a scale of provision which would equate to either one district or two local centres. Policy and sustainability criteria support provision of services which are accessible, by walking/cycling to their catchment community. Given the scale of the York Northwest area a single centre would be less accessible by sustainable modes to all parts of the area. Furthermore in spatial terms the provision of a new district centre at York Northwest would result in an imbalance of district centres within the northwest quadrant of the city. A district centre is also likely to draw trade from the wider catchment than the new development area of York Northwest with consequential sustainability impacts. From this analysis, this option is not considered to represent an appropriate approach to be examined in further detail.</p> |

## Criterion based Evaluation

### Option S2: District Centre at York Central, smaller scale facilities at British Sugar

| Criteria   | Assessment  |
|--|---|
| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>A district centre would be well placed on York Central to serve the needs of people occupying the development, though would also draw residents from a wider catchment than the development area, and would need to be well integrated in terms of transport infrastructure and existing city centre uses. A district centre would accommodate buildings of a large scale, which may integrate in visual terms with York Centrals more intensively developed physical context. The centre would be well placed in sustainability terms to serve the needs of the new community, and concentrating services together would result in linked trips with resource savings, the district centre could also be located so as to be well served by existing and new sustainable modes of transport.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would contribute towards vitality by creating a new mixed-use centre at the heart of the new communities, quality of life may also be improved for new and some existing residents by the provision of a cluster of convenient services in close proximity to their dwellings.</p>  |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The Inclusive City objective seeks to improve access to services, information and facilities for residents, neighbourhoods and those most at risk of exclusion. The provision of district/local centres within the development will provide central facilities, accessible from the surrounding residential areas. This could meet the local retail, service and community needs of those located in surrounding areas. The provision of new facilities could be directed to the particular needs of the adjoining and new communities. The larger the centre, eg District Centre, the wider the range of facilities that could be supported.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy options prioritise York's main urban area as a principal focus for growth. In terms of convenience retail, the emerging favoured approach is to locate growth first to city then district and smaller centres, then to additional centres such as York Northwest, in order to cater for new need. The emerging favoured approach (policy CS8) is to provide local/city wide services accessible to all communities and relative to their catchments. Accessibility to local services by walking, cycling and public transport is required.</p> |
| 3) Regional and national guidance  | <p>PPS1 promotes sustainable and inclusive patterns of development, which would be supported in this option through provision of facilities in close proximity to the communities they serve. PPS6 promotes designation of new centres and rebalancing of networks of centres at local level through development</p>  |

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|                             | <p>plan documents, in order to meet identified everyday needs and in areas of significant growth. Draft PPS4 outlines the need for a hierarchy of centres to be established through the Core Strategy with the designation of new centres, at appropriate scale, in areas of significant growth to meet the needs arising from this.</p> <p>RSS Policy T1 promotes personal travel reduction and shifts to modes with lower environmental impacts; the former of these objectives would be met by locating a centre close to the population it serves.</p>  |
| <b>Justified</b>            |   |
| 4) Consultation response    | <p>No workshop participants fully supported this option and 30% objected to it. In the public comment form 60% of respondents objected to this option. At the workshops it was felt that provision should relate to the different areas of the sites with York Central relating to the city centre and British Sugar to the local community.</p>  |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• New district centre would provide a range of social, community and other shopping and service facilities which meet the needs of future and existing residents and employees and avoid over-burdening existing services</li> <li>• Could be integrated with or form part of a Central Business District</li> <li>• Would help to meet the identified convenience goods deficiency in the city centre</li> <li>• Easily accessible by public transport</li> <li>• The new centre could function as a community heart/focus</li> <li>• Opportunity to reduce the need to travel outside the area to shopping facilities</li> <li>• Could provide employment opportunities in the local area for different skill sectors</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• Potential to increase vehicular traffic entering the city centre</li> <li>• The scale, nature and location of facilities is key to reducing the impact on traffic congestion and not substantially increasing car trips</li> <li>• Depending on the scale of facilities this option could have a detrimental impact on the vitality and viability of the city centre and Acomb District Centre and other small shops in the surrounding area</li> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses</li> </ul> |

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| 6) Community benefits | <p>The type of facilities provided will be those intrinsically best suited to cater for community needs as a result of detailed evidence base work. The provision of facilities in a centralised manner may provide for economies of scale in terms of infrastructure provision, leading to better quality facilities. Centralisation should also facilitate more effective public transport links, improving accessibility for the community. A district centre, if justified through evidence base, would be of a larger scale than local centre, providing a wider range of services and, potentially with better public transport links.</p>   |
| 7) Evidenced approach | <p>Based on high levels of over trading in out of centre locations the Retail Study identified city wide capacity for 5034m<sup>2</sup> net of convenience goods floorspace by 2017. The Study recommends at the very least, additional small format 'top up' foodstore provision is encouraged over the LDF period in the city centre. Additional capacity for convenience goods, which would exceed a new city centre foodstore should be directed in the first instance to existing district and local centres and/or York Northwest. The Study finds that there may be a need for the allocation of local/district centres on the York Central/British Sugar sites, although it will be necessary for the proposals to demonstrate the extent of need based on residential and office development and meet the tests set out in PPS 6. Further comparison retail work is currently being undertaken to inform the approach to provision on York Northwest.</p> <p>A convenience gap analysis will be required to inform the scale and type of shopping facilities provided on the York Central and British Sugar sites. This work will be undertaken as part of more detailed work on a preferred option.</p> <p>At this stage the scale of provision assumed within the land use model has been based on the population/facility ratio in an existing comparable local centre within York. The quantum's generated by the populations in the model equate broadly to provision of either two new local centres or one district centre (using the definitions in PPS6 for local/district centres).</p> <p>Analysis of education facilities within this sector of the city has revealed limited residual capacity. This would suggest the provision of new facilities as part of a new centre within the areas would be required.</p> |
| <b>Effective</b>      |  |
| 8) Viability          | <p>The viability baseline has identified convenience retail as a relatively viable land use with quite high revenue to cost differential.</p> <p>At this stage the option is considered to be likely to have a medium to high positive impact in terms of viability due to high revenue generation, particularly from a larger convenience retail offer.</p>   |
| 9) Deliverability     | <p>Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to the evidence base and practicalities of securing facilities on site in a timely manner to serve the new communities.</p>   |

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|                   | Matching community facilities to demand in terms of location will have implications for the scale and location of centre.  |
| 10) Flexibility   | A flexible approach could be taken to allow changing circumstances through the policy approach taken and the centre approach would allow for this.   |
| <b>Evaluation</b> | <p>Both national and local policy would support new centres to provide services within the area. Overall, relatively limited support was given in the public consultation to this option.</p> <p>The criterion relating to 'effectiveness' all would support this approach. Evidence base work identifies capacity for new provision within the city to 2017 as well as a gap in existing provision in this part of the city although this would require further analysis to inform the size and catchment of any retail use.</p> <p>Analysis of the size of local centre relative to population served reveals a broad requirement for a scale of provision which would equate to either one district or two local centres on York Northwest. Policy and sustainability criteria support provision of services which are accessible, by walking/cycling to their catchment community. Given the scale of the York Northwest area a single centre would be less accessible by sustainable modes to all parts of the area. Furthermore in spatial terms the provision of a new district centre at York Northwest would result in an imbalance of district centres within the northwest quadrant of the city and be in close proximity to the city centre and urban quarter being proposed on York Central. A district centre is also likely to draw trade from the wider catchment than the new development area of York Northwest with consequential transport and sustainability impacts.</p> <p>From this analysis, this option is not considered to represent an appropriate approach to be examined in further detail.</p> |



## Criterion based Evaluation

### Option S3: Provision of two local centres

| Criteria   | Assessment  |
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| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>Local centres on both York Central and British Sugar would integrate services well within the development sites. The centres would be closer to a greater number of York Northwest residents and would therefore maximise potential for access by walking and cycling with sustainability benefits. In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life by providing local access to services and a sense of vitality and community may be engendered in the new mixed –use centres.</p>   |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The Inclusive City objective within the Community Strategy seeks to improve access to services, information and facilities for residents, neighbourhoods and those most at risk of exclusion. The provision of local centres within the development will provide central facilities highly accessible from the new development areas. This would provide local retail, service and community needs of those located within the area.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy prioritises York’s main urban area as a principal focus for growth. In terms of convenience retail, the emerging favoured approach is to locate growth first to city then district and smaller centres, then to additional centres such as York Northwest, in order to cater for new need. The emerging favoured approach (policy CS8) is to provide local/city wide services accessible to all communities and relative to their catchments. Accessibility to local services by walking, cycling and public transport is required.</p> |
| 3) Regional and national guidance  | <p>PPS1 promotes sustainable and inclusive patterns of development, which would be supported in this option through provision of facilities in close proximity to the communities they serve. PPS6 promotes designation of new centres and rebalancing of networks of centres at local level through development plan documents, in order to meet identified everyday needs and in areas of significant growth. Draft PPS4 outlines the need for a hierarchy of centres to be established through the Core Strategy with the designation of new centres, at appropriate scale, in areas of significant growth to meet the needs arising from this.</p> <p>RSS Policy T1 promotes personal travel reduction and shifts to modes with lower environmental impacts; the former of these objectives would be met by locating the centre close to the population it</p>  |

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|                             | serves.   |
| <b>Justified</b>            |   |
| 4) Consultation response    | <p>The public feedback was for a local shopping centre as the preferred shopping facility (71% of leaflet respondents). 45% of respondents (public comment form) supported the provision of two Local Centres whilst 38% disagreed with this option. At the workshops the feedback by some was for provision to serve the individual sites, with the scale of facilities linked to the location, thus York Central should relate to the city centre and British Sugar to the local community. Approximately 30% agreed with the approach of having 2 Local Centres, with another 40% supporting but with reservations over this approach. Over 20% disagreed with this option. In the representations received it was considered essential that any retail development should be of a scale that will not impact detrimentally on existing centres and be fully informed by the outcomes of the Retail Study.</p>   |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• Local centres at each site would meet top up shopping needs of residents at YC and BS</li> <li>• Employees and residents would have easy access to shops and local services</li> <li>• Could be integrated with or form part of a Central Business District</li> <li>• Easily accessible by foot or by public transport</li> <li>• The new centres could function as a community heart/focus</li> <li>• Opportunity to reduce the need to travel outside the area to shopping facilities</li> <li>• Could provide employment opportunities in the local area for different skill sectors</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• Potential to increase vehicular traffic entering the city centre</li> <li>• The scale, nature and location of facilities is key to reducing the impact on traffic congestion and not substantially increasing car trips</li> <li>• Depending on the scale of facilities this option could have a detrimental impact on the vitality and viability of the city centre and Acomb District Centre and other small shops in the surrounding area</li> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> <li>• The scale of the centres may not be large enough to meet main shopping needs of residents and therefore they would still need to travel elsewhere which would not significantly reduce the need to travel by car</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses</li> <li>• Could provide employment opportunities for different skills sectors</li> </ul> |

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| 6) Community benefits | <p>The type of facilities provided will be those intrinsically best suited to cater for community needs as a result of detailed evidence base work. The provision of facilities in two centralised nodes may provide for some economies of scale in terms of infrastructure provision, leading to better quality facilities and two community hubs with a sense of individual identity. Centralisation should also facilitate more effective public transport links, improving accessibility for the community. Having two centres may make facilities more proximate to residential communities and therefore more easily accessible to a larger residential community, though there may be some overlap in terms of type of facility, leading to a more limited range of provision.</p>  |
| 7) Evidenced approach | <p>Based on high levels of over trading in out of town locations the Retail Study identified city wide capacity for 5034m<sup>2</sup> net of convenience goods floorspace by 2017. The Study recommends at the very least, additional small format 'top up' foodstore provision is encouraged over the LDF period in the city centre. Additional capacity for convenience goods, which would exceed a new city centre foodstore should be directed in the first instance to existing district and local centres and/or York Northwest. The Study finds that there may be a need for the allocation of local/district centres on the York Central/British Sugar sites, although it will be necessary for the proposals to demonstrate the extent of need based on residential and office development and meeting the tests set out in PPS6. Further comparison retail work is currently being undertaken to inform the approach to provision on York Northwest.</p> <p>A convenience gap analysis will be required to inform the scale and type of shopping facilities provided on the York Central and British Sugar sites. This work will be undertaken as part of more detailed work on a preferred option.</p> <p>At this stage the scale of provision assumed within the land use model has been based on the population/facility ratio in an existing comparable local centre within York. The quantum's generated by the populations in the model equate broadly to provision of either two new local centres or one district centre (using the definitions in PPS6 for local/district centres).</p> <p>Analysis of education facilities within this sector of the city has revealed limited residual capacity. This would suggest the provision of new facilities as part of a new centre within the areas would be required. In the case of primary school provision it is likely that two schools will be required which would integrate well with a two centre approach.</p> |
| <b>Effective</b>      |  |
| 8) Viability          | <p>The viability baseline has identified convenience retail as a relatively viable land use with quite high revenue to cost differential.</p> <p>At this stage the option is considered to be likely to have a medium positive impact in terms of viability.</p>   |

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| 9) Deliverability | Identified developers and partners would deliver the option. Physical site access is a potential barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to the evidence base and practicalities of securing facilities on site in a timely manner to serve the new communities.  |
| 10) Flexibility   | A flexible approach could be taken to allow changing circumstances through the policy approach taken and the centre approach may allow for this. A two centre approach potentially offers greater flexibility in when the facilities are brought forward.  |
| <b>Evaluation</b> | <p>Both national and local policy would support new centres to provide services within the area. A varied response to this option was received across the consultation events, although it was broadly supported as an approach.</p> <p>The criterion relating to 'effectiveness' all would support this approach. Evidence base work identifies capacity for new provision within the city to 2017 as well as a gap in existing provision in this part of the city. Analysis of the size of local centre relative to population served reveals a broad requirement for a scale of provision which would equate to either one district or two local centres. Policy and sustainability criteria support provision of services which are accessible, by walking/cycling to their catchment community. Given the scale of the York Northwest area a two centre approach would be more accessible by sustainable modes of transport. Furthermore in spatial terms the provision of a two local centres may result in less of an imbalance of centres within the northwest quadrant of the city. From this analysis, this option is considered an appropriate approach to be examined in further detail.</p> |

## Criterion based Evaluation

### Option S4: Provision of range of small scale facilities in clusters across site

| Criteria   | Assessment   |
|--|--|
| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option would result in services being well integrated throughout York Northwest, though may not take opportunities for the development to serve a wider population and to therefore integrate more meaningfully with the wider city. The facilities may be closer to a greater number of York Northwest residents and therefore maximise potential for access by walking and cycling with sustainability benefits, though may represent a less efficient use of brownfield land, and would be less likely to result in resource efficient linked trips.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life through proximity of services, though may impact adversely on vitality through dispersal of uses.</p>  |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The Inclusive City objective seeks to improve access to services, information and facilities for residents, neighbourhoods and those most at risk of exclusion. The provision of small scale facilities in small clusters would enable more sustainable and accessible facilities to future residential areas. However, this is unlikely to provide a wide range of services.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth. In terms of convenience retail, the emerging favoured approach is to locate growth first to city then district and smaller centres, then to additional centres such as York Northwest, in order to cater for new need. The emerging favoured approach (policy CS8) is to provide local/city wide services accessible to all communities and relative to their catchments. Accessibility to local services by walking, cycling and public transport is required.</p> |
| 3) Regional and national guidance  | <p>PPS1 promotes sustainable and inclusive patterns of development, which would be supported in this option through provision of facilities in close proximity to the communities they serve. PPS6 promotes designation of new centres and rebalancing of networks of centres at local level through development plan documents, in order to meet identified everyday needs and in areas of significant growth. Draft PPS4 outlines the need for a hierarchy of centres to be established through the Core Strategy with the designation of new centres, at appropriate scale, in areas of significant growth to meet the needs arising from this.</p>   |

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|                                    | <p>RSS Policy YH7 requires that local authorities adopt a transport-orientated approach to ensure that development makes best use of existing transport infrastructure and capacity. Policy T1 promotes personal travel reduction and shifts to modes with lower environmental impacts. This option may not best deliver these objectives, unless linked with provision of a high frequency public transport network.</p>   |
| <p><b>Justified</b></p>            |   |
| <p>4) Consultation response</p>    | <p>At the workshops the need for community facilities to be easily accessible to surrounding residential employment areas was supported. In the representations this option was seen as less co-ordinated, although the possibility of combining options S3 and S4 were noted. In the public comment form the majority of support was for small scale facilities distributed around the site. However particular community facilities such as indoor sports hall and swimming pool were also supported by the public which would not be provided in this option. In terms of the quantitative response over 40% of the workshop attendees did not support this option whilst the public feedback showed over 60% support.</p>   |
| <p>5) Sustainability appraisal</p> | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Residents and employees would have easy access to local retail, services and facilities</li> <li>• Would encourage people to travel to facilities using sustainable modes and encourage walking and cycling</li> <li>• Smaller scale facilities are unlikely to generate significant additional car trips and there is less likelihood of additional traffic movements</li> <li>• Creation of mixed use communities with residential areas mixed with retail, community and service uses</li> <li>• Could provide employment opportunities in the local area for different skill sectors</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Small clusters of shops across the site would not create a community focus/heart</li> <li>• Likely that the small scale of the clusters would be insufficient to provide for the main shopping/service needs of residents and would serve a top-up shopping role. Residents would still need to travel outside the area for their main food shopping</li> <li>• Could have a detrimental impact on other existing small shops in the surrounding area</li> <li>• Could be less commercially viable</li> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> </ul> |

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|                       | <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses</li> </ul>   |
| 6) Community benefits | <p>The type of facilities provided will be those intrinsically best suited to cater for community needs, and dispersed provision may result in greater levels of accessibility by foot or cycle. However, the approach may result in a lower range of services, due to the repetitive provision of basic facilities at different points of York Northwest, as a result of not exploiting economies of scale, and through not concentrating community activity in a manner such that primary uses may support a range of ancillary facilities.</p>   |
| 7) Evidenced approach | <p>Based on high levels of over trading in out of centre locations the Retail Study identified city wide capacity for 5034m<sup>2</sup> net of convenience goods floorspace by 2017. The Study recommends at the very least, additional small format 'top up' foodstore provision is encouraged over the LDF period in the city centre. Additional capacity for convenience goods, which would exceed a new city centre foodstore should be directed in the first instance to existing district and local centres and/or York Northwest. The Study finds that there may be a need for the allocation of local/district centres on the York Central/British Sugar sites, although it will be necessary for the proposals to demonstrate the extent of need based on residential and office development and meeting the tests set out in PPS6. Further comparison retail work is currently being undertaken to inform the approach to provision on York Northwest.</p> <p>A convenience gap analysis will be required to inform the scale and type of shopping facilities provided on the York Central and British Sugar sites. This work will be undertaken as part of more detailed work on a preferred option.</p> <p>At this stage the scale of provision assumed within the land use model has been based on the population/facility ratio in an existing comparable local centre within York. The quantum's generated by the populations in the model equate broadly to provision of either two new local centres or one district centre (using the definitions in PPS6 for local/district centres).</p> <p>The scale of population anticipated for YNW would suggest that several neighbourhood centres would be required to serve the area if this option is pursued.</p> <p>Analysis of education facilities within this sector of the city has revealed limited residual capacity. This would suggest the provision of new facilities within the areas would be required.</p> |
| <b>Effective</b>      |   |
| 8) Viability          | <p>Although viability work indicates that convenience retail is a viable land use with high cost revenue differential a dispersed model for provision would not facilitate linked trips and limit commercial</p>  |

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|                   | <p>viability.<br/>The option is considered to be likely to be borderline in terms of commercial viability.</p>  |
| 9) Deliverability | <p>Identified developers and partners would deliver the option. A dispersed model is considered to be difficult to deliver commercially and may lead to unit vacancies. Physical site access is a potential barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to the evidence base and practicalities of securing site access.</p>   |
| 10) Flexibility   | <p>This option may prejudice flexibility in terms of type of facility due to the relatively isolated location not supporting catchment areas for a wider range of facilities. A dispersed approach may impact on viability and may not allow for alternative provision elsewhere in the area to be accommodated.</p>  |
| <b>Evaluation</b> | <p>Evidence base work identifies capacity for new provision within the city to 2017 as well as a gap in existing provision in this part of the city. Analysis of the scale of facilities likely to be required relative to population served reveals a broad requirement for a scale of provision which would equate to either one district or two local centres. Sustainability criteria support provision of services which are accessible, by walking/cycling to their catchment community which this option could provide. However, both national and local policy promote a polycentric pattern of provision rather than dispersed. A centre approach is also favoured in delivery and viability terms. There was mixed response to this option in the public consultation feedback.</p> <p>From this analysis, this option is not considered to represent an appropriate approach to be examined in further detail.</p> |



## Criterion based Evaluation

### Option S5: Provision of comparison goods retailing at York Rail Station

| Criteria   | Assessment  |
|--|---|
| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>Significant physical barriers to integration with the wider city would need to be overcome to deliver this option, though the sites proximity to the existing city centre offers potential for integration. The facilities would be provided in close proximity to sustainable modes of transport and could facilitate the sustainable expansion of York's economy. The option would improve York's retail offer, leading to a greater share of regional spend and meaning that York residents do not have to travel as far to shop.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, retail development of an appropriate scale could improve town centre vitality, though development of an inappropriate scale could harm city vitality and viability. A wider range of goods and services would improve quality of life for the cities residents, and the high profits that this type of development is likely to yield could lead to a better quality and more innovative development.</p> |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The provision of comparison retailing around the station could contribute to future retail provision close to the existing central shopping area in the city centre. This would support the thriving city objective in the community strategy and thereby maintain York's shopping role within the sub-region and wider region.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth. Draft policy CS11 identifies opportunities for comparison retail development on York Central that focuses on a complementary offer.</p>  |
| 3) Regional and national guidance  | <p>PPS1 seeks to locate development in areas accessible by sustainable modes of transport.</p> <p>PPS6 establishes key objective of promoting vitality and viability of town centres and establishes the sequential approach to town centre development such as retail, with city centre and edge of centre locations preferable in principal to out of centre locations such as York Central, though the statement establishes that extending the city centre may be necessary in some instances. Draft PPS4 requires that authorities plan positively to encourage economic development, including retail development, though states that DPDs should ensure flexibility in order to be responsive to changing economic circumstances.</p>  |

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|                                    | <p>RSS policies LCR2 and Y1 establish the significance of York Northwest as a regional investment priority. Policy LCR2 identifies a broad range of uses that York Northwest is anticipated to accommodate, including a mix of employment and tourism uses, and Policy Y1 requires plans to diversify and grow York as a key driver for the Leeds City Region economy through encouraging retail development. Policy E2 establishes York's centre as the principal focus for new retailing in the district, in line with PPS6.</p>  |
| <p><b>Justified</b></p>            |   |
| <p>4) Consultation response</p>    | <p>In the workshop feedback there was some support for comparison retailing in the York Central station area although concerns were raised on the impact of additional facilities in terms of adverse effect on viability and traffic congestion. However 46% of participants objected to this option. The Focus Group feedback was that such provision is not needed, the area would be blighted by large retail development and individual retail provision was desirable. In the representations it was considered essential that any retail be of a scale that will not impact detrimentally on existing centres and be fully informed by the outcomes of the Retail Study. In the quantitative response approximately 40% of both the public and workshop participants objected to, or did not support this option.</p>  |
| <p>5) Sustainability appraisal</p> | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• The site is close enough to the city centre to encourage some linked trips and is easily accessible by public transport</li> <li>• Could help to meet the city-wide need for comparison goods floorspace close to the existing city centre, within or adjacent to a CBD rather than on a less accessible out of centre site</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• There is a risk that traffic congestion could increase in the city centre due to increased trips to the city centre and exacerbate existing air quality problems in the area</li> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> <li>• Depending on the scale and nature of the development this option could have a detrimental impact on the vitality and viability of the city centre</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Opportunity to instigate more stringent parking requirements on new developments and encourage shared parking with other uses</li> <li>• Opportunities for enhanced linkages with the city centre to encourage linked trips</li> </ul> |

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|                       | <ul style="list-style-type: none"> <li>• Could maximise commercial opportunities for the Railway Station and could be provided in association with new accommodation for the creative industry and speciality retailers, particularly those linked to the NRM</li> </ul>   |
| 6) Community benefits | Comparison retailing offers high returns to developers, which may be captured in the form of developer contributions in order to make significant community provision. In addition to this, the facilities themselves would be meeting the population of York's identified need for increased retail offer. The sites location adjacent to the existing city centre and adjacent to excellent public transport links would ensure high levels of accessibility to a wide cross section of the community.   |
| 7) Evidenced approach | The Retail Study (2008) recommends central opportunities, including Castle Piccadilly as a sequentially preferable site, are taken forward in the first instance to take up the capacity for future comparison retailing in the city. Following this it identifies York Central as the most appropriate location for additional comparison retail development providing enhanced linkages and integration with the central shopping area are made, it is of an appropriate scale to safeguard the vitality and viability of the city centre, and phasing of such provision meets the future anticipated capacity timescales. Further evidence base work is being progressed on the assessment of future retail development in York and the scale and balance of any comparison retailing on YNW. |
| <b>Effective</b>      |  |
| 8) Viability          | Viability baseline appraisal has revealed that comparison retailing and in particular fashion and footwear retailing are highly viable land uses.<br>The option has a high positive impact in terms of commercial viability due to high revenue to cost differential.  |
| 9) Deliverability     | Identified developers and partners would deliver the option. Physical site access and integration with the city are key barriers to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to the identified capacity within the retail study, securing linkages to the city centre and to the practicalities of securing site access.  |
| 10) Flexibility       | This option would not prejudice flexibility. The option could be implemented in a manner which could allow some flexibility for changing circumstances through the sizes of units and scale of provision at the detailed masterplanning/ design stage of development. The Area Action Plan could include a policy approach within which appropriate alternative change of use could be considered.   |

**Evaluation**

This option would contribute to the vision and strategic objectives providing it was of an appropriate scale that would not undermine the vitality and viability of York City Centre, and that improved integration/linkages with the city were provided. The option would be in broad accordance with the community strategy. The emerging core strategy and evidence base identifies this option providing the scale, phasing, connectivity with the city is appropriate. Further analysis will be required to assess the effect on the vitality and viability of the city centre shopping provision. This point was also raised in public consultation, although overall a significant proportion of consultation feedback did not support this option. Community benefits in terms of wider range of goods and reduced travel times would arise from retail provision of an appropriate scale, and the options impact on viability and deliverability would be positive. Given the significant identified capacity for future retail provision in the city, and the potential benefits and disbenefits of this option, further work should be undertaken to appraise the option further.

## **2.4 CULTURE AND TOURISM**

### **List of Culture and Tourism Options Evaluated**

- C1** Cultural Quarter at NRM linked to Museum Gardens/Minster
- C2** Cultural and tourist facilities at key transport nodes
- C3** 4star/5star hotel at York Central
- C4** 4star/5star hotel at British Sugar
- C5** Pedestrian/Cycle Bridge across river

# Culture and Tourism Options



- Cultural and Tourism Facilities located around transport nodes
- National Railway Museum
- Cultural Quarter

## Criterion based Evaluation

### Option C1: Develop a cultural area around the NRM which links to the Cultural Quarter

| Criteria   | Assessment   |
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| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>Locating this type of development in close proximity to the NRM and linking it to the cultural quarter would better integrate the rail museum and any other cultural and tourism facilities on York Northwest with the wider city, better integrating the development as a whole with the city. The location is in close proximity to sustainable transport modes, maximising resource sustainability.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would assist in creating a cohesive area of activity leading to improved vitality, as well as creating a more co-ordinated tourism offer leading to quality of life improvements. Innovative techniques to provide these physical synergies may be fostered.</p>  |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>This option would build on the success of the NRM and allow for its development alongside other cultural facilities. It would allow the design of the area to involve a 'sense of place' as part of the wider cultural quarter in this part of the city. The option would therefore contribute to the Community Strategies 'City of Culture' aims and objectives giving coherence to the cultural offer within the city and contributing to its national/international cultural status. This would contribute to the strategic ambition to use York's distinctiveness as a way to improve the city further by enhancing its physical and cultural qualities as a basis for community and economic development.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth. Draft Policy CS10 promotes the enhancement of cultural, leisure and tourism provision in York in locations which are easily accessible by a variety of transport modes as well as encouraging overnight visitors. York Central offers a good opportunity to meet these objectives given its central location adjacent to the main train station and bus routes together with short walking distance from existing city centre attractions.</p> |
| 3) Regional and national guidance  | <p>PPS1 seeks to locate development in areas accessible by sustainable modes of transport. PPG6 identifies culture and tourism as town centre uses to which the sequential approach to locating development apply, though states that where necessary, the town centre should be extended. The Good Practice Guide on Planning for Tourism recommends that facilities are located in a manner that optimises synergies with other attractions and promotes opportunities for access by public transport.</p>   |

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|                             | <p>Draft PPS4 recognises the role of existing businesses within town centres (which is particularly relevant to York where tourism is a major employer) and encourages a range of leisure, cultural/tourism uses within centres.</p> <p>RSS policies LCR2 and Y1 establish the significance of York Northwest as a regional investment priority. Policy LCR2 identifies a broad range of uses that York Northwest is anticipated to accommodate, including tourism uses. Policy E2 seeks to focus this type of development in city centres in line with PPS6, and policy T1 seeks to reduce personal travel and promote sustainable modes of transport.</p>  |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>The provision of facilities around the NRM linked to facilities across the river was strongly supported (80%) at the workshops. The quality of cultural offer was identified as needing improvement. The possibility of new provision alongside the NRM and opportunities to create a 'place' as an attraction to tourists and others was noted. The accessibility/integration with the city centre was seen to be of critical importance. The representation and public feedback also strongly supported this option with options of associating bars/restaurants and other uses through pedestrianised links supported.</p>   |
| 5) Sustainability appraisal | <p><b>Key Positive Effects</b></p> <ul style="list-style-type: none"> <li>• Could provide a physical and visual link between the NRM and other tourist attractions in the city centre</li> <li>• Could stimulate investment to make Marble Arch safer and more attractive and create a more attractive gateway to the city centre</li> <li>• Could enhance the attraction of the NRM and the city centre which has potential to promote the growth of the local and regional economy</li> <li>• Cultural Quarter would be easily accessible by public transport due to the proximity of the Railway Station and bus routes and within easy walking distance of the city centre</li> <li>• Opportunities for job creation through new tourist and accommodation facilities</li> </ul> <p><b>Key Constraints and Uncertainties</b></p> <ul style="list-style-type: none"> <li>• Potential to create additional vehicle movements in the area unless sustainable modes of transport are encouraged</li> <li>• Part of the site is located in flood zone 3a (ii) – further assessment work is required using the SFRA and where appropriate mitigation measures considered</li> </ul> <p><b>Key Opportunities and Enhancements</b></p> |



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|                       | <ul style="list-style-type: none"> <li>• Could be promoted as an exemplar for sustainable tourism, enhancing the existing tourist attractions such as the NRM and seeking to develop new attractions and hotel accommodation</li> <li>• Existing pedestrian and cycle access to the NRM is poor so offers the opportunity to create a safer and more attractive route to the city centre, potential to create a new pedestrian/cycle access across the river to improve links with the city centre</li> <li>• Potential to enhance access to open space and leisure facilities. A high quality public realm and a number of attractive public spaces could be created to complement and support tourism and cultural initiatives</li> </ul>                          |
| 6) Community benefits | It may be possible to secure some community benefits from developer contributions in respect of tourism development. The option would increase tourism activity in York, with benefits to the local economy and therefore local communities. Increased accessibility between attractions would be of benefit to the community  |
| 7) Evidenced approach | The Final Report of the 'Cultural Quarter' Ad Hoc Scrutiny Committee considered a business plan and the need for a design masterplan for the area. The report identified the area between the NRM, the station and the Minster as being of vital significance to both cultural provision in the city and as a gateway to the York Central site. The Executive agreed that connections between all the areas of the proposed cultural quarter be reinforced, and recommended substantial improvements made to Marble Arch, Leeman Road be pedestrianised in part and an additional bridge over the River be pursued as part of York Northwest.  |
| <b>Effective</b>      |  |
| 8) Viability          | <p>The expansion of the NRM being taken forward to broaden the appeal of the Museum to a wider audience both nationally and internationally. As such the funding of this expansion will be as part of a wide package of measures. It is not assessed as a revenue generating element of the scheme although the costs have been taken into account in the development appraisal. An improved offer at the NRM is likely to increase footfall and thereby is likely to have viability benefits for the leisure/bars/restaurant type uses within the development.</p> <p>At this stage the option is considered to be likely to have a medium to positive impact in terms of commercial viability, through attracting footfall and consumer activity to this area.</p> |
| 9) Deliverability     | Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to improving linkages with the city centre and the practicalities of securing site access.   |
| 10) Flexibility       | This option would not prejudice flexibility. The option could be implemented in a manner which could   |

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|                   | <p>allow some flexibility for changing circumstances at the detailed masterplanning/ design stage of development. The Area Action Plan could include a policy approach within which appropriate alternative change of use could be considered providing the improved linkages are made.</p>   |
| <b>Evaluation</b> | <p>The option would contribute strongly toward the AAP vision and strategic objectives, and has high levels of consistency with key strategies and guidance at national, regional and local level. Consultation feedback was strongly in support of the option, though effective integration with the city was seen as a key issue; this would also be critical in ensuring full consistency with key strategies. The option is supported in terms of key sustainability objectives, though the potential to create increased vehicle movements is highlighted. The option would offer some community benefits through economic growth and accessibility improvements, though would be unlikely to result in high levels of developer contributions. The option is considered to have some beneficial impacts in terms of scheme viability, and not to prejudice deliverability and flexibility. The option is felt to perform strongly against criteria in this analysis, and is therefore considered appropriate to examine in more detail as a preferred option.</p> |

## Criterion based Evaluation

### Option C2: Develop cultural and tourist facilities around key transport nodes

| Criteria   | Assessment   |
|--|--|
| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>This dispersed option may lead to a poor degree of physical integration with York's fairly concentrated culture/ tourism offer. The option would benefit from sustainable transport links but may not make best use of existing resources in this respect.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would result in a dispersed cultural offer, which may detrimentally impact on vitality.</p>   |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>Developing cultural/tourist facilities would contribute to the city of culture objectives and aims. However, by providing facilities in the British Sugar site this would not be so central to the cities other cultural attractions and is less likely to lead to linked trips. It would therefore be less likely to provide facilities that build on the existing cultural offer within the city.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth. Draft Policy CS10 promotes the enhancement of cultural, leisure and tourism provision in York in locations which are easily accessible by a variety of transport modes as well as encouraging overnight visitors. A location adjacent to York Central station offers a good opportunity to meet these objectives given its central location proximity to rail and bus routes together with short walking distance from existing city centre attractions. However the transport node at the British Sugar site will not offer a similar level of accessibility and will be remote from the city centre cultural attractions.</p> |
| 3) Regional and national guidance  | <p>PPS1 seeks to locate development in areas accessible by sustainable modes of transport. PPG6 identifies culture and tourism as town centre uses to which the sequential approach to locating development apply. The good practice Guide on tourism recommends that facilities are located in a manner that optimises synergies with other attractions and promotes opportunities for access by public transport.</p> <p>RSS policies LCR2 and Y1 establish the significance of York Northwest as a regional investment</p>  |

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|                                    | <p>priority. Policy LCR2 identifies a broad range of uses that York Northwest is anticipated to accommodate, including tourism uses. Policy E2 seeks to focus this type of development in city centres in line with PPS6, and policy T1 seeks to reduce personal travel and promote sustainable modes of transport.</p>  |
| <p><b>Justified</b></p>            |  |
| <p>4) Consultation response</p>    | <p>There was a low level of support for the provision of facilities around key transport nodes in YNW. The location of cultural/tourist facilities in close proximity to the rail station was seen as important although British Sugar was seen as a worse location for these uses given its isolated location and surrounding residential character. It was seen as detracting from the city centre viability and its attraction as a compact visitor centre. It was also seen as commercially unfeasible and unsustainable being unlikely to result in linked trips. In the public response approximately 50% supported this option, although at the workshops this reduced to over 20%.</p>   |
| <p>5) Sustainability appraisal</p> | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Opportunities for job creation through new tourist and accommodation facilities</li> <li>• Opportunities for some linked trips between new tourist/cultural facilities and the NRM</li> <li>• Attractions/facilities close to the Railway Station and potential rail halt would be highly accessible by public transport and could build on the strengths of York's rail services</li> <li>• Could stimulate investment to make Marble Arch safer and more attractive and create a more attractive gateway to the city</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Could detract from the city centre viability and its attraction as a compact visitor centre</li> <li>• Unlikely to result in linked trips as more detached from other tourism and cultural facilities particularly at the British Sugar end of the site</li> <li>• Tourist facilities in a predominantly residential area (British Sugar) could adversely impact upon residential amenity</li> <li>• Existing pedestrian and cycle access to the NRM is poor</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Could be promoted as an exemplar for sustainable tourism, enhancing the existing tourist attractions such as the NRM and seeking to develop new attractions and hotel accommodation</li> <li>• Existing pedestrian and cycle access to the NRM is poor so offers the opportunity to</li> </ul> |

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|                       | <p>create a safer and more attractive route to the city centre, potential to create a new pedestrian/cycle access across the river to improve links with the city centre</p> <ul style="list-style-type: none"> <li>• Potential to enhance access to open space and leisure facilities. A high quality public realm and a number of attractive public spaces could be created to complement and support tourism and cultural initiatives</li> </ul>   |
| 6) Community benefits | It may be possible to secure some community benefits from developer contributions in respect of tourism development. The option would increase tourism activity in York, with benefits to the local economy and therefore local communities.  |
| 7) Evidenced approach | The Final Report of the 'Cultural Quarter' Ad Hoc Scrutiny Committee considered a business plan and the need for a design masterplan for the area. The report identified the area between the NRM, the station and the Minster as being of vital significance to both cultural provision in the city and as a gateway to the York Central site. The Executive agreed that connections between all the areas of the proposed cultural quarter be reinforced. The location of cultural facilities at the British Sugar site would result in a dispersal of the city's cultural offer and not meet the Committee's objectives. |
| <b>Effective</b>      |   |
| 8) Viability          | Provision of cultural facilities at British Sugar would be remote from other cultural facilities in the city and would not benefit from linked trips and therefore higher footfall. It is less likely to lead to any beneficial impact in the viability analysis. At this stage the option is considered to be likely to have a low impact in terms of commercial viability.  |
| 9) Deliverability     | Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to the practicalities of securing site access, improving linkages with the city centre, and provision of transport infrastructure.  |
| 10) Flexibility       | This option may prejudice flexibility due to heavy reliance on improved transport facilities at a new node. The Area Action Plan could include a policy approach within which any alternative change of use could be considered.  |
| <b>Evaluation</b>     | Provision of cultural facilities at key transport nodes including British Sugar would allow for accessible facilities, however the British Sugar site would be less well integrated with the city centre and existing cultural and tourist facilities and this later point was brought out in the consultation responses with relatively low levels of support for this. The option would be likely to lead to a less viable development and would not meet the Council's aspirations for an improved and integrated cultural quarter. It is not recommended that this option is taken forward.                             |

## Criterion based Evaluation

### Option C3: Provide site for 4/5 star hotel in York Central

| Criteria   | Assessment  |
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| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option would result in a town centre type use being provided in close proximity to the centre of York. The high trip generating use would also be well served by public transport, though may exacerbate existing traffic congestion issues close to the centre of York.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would have beneficial impacts on city centre vitality, with tourist and visitor activity in and around the town.</p>   |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>Quality hotel provision would provide more accommodation in this sector and complement existing provision. This would support the tourism facilities on offer and the promotion of York's cultural facilities. The provision on York Central would enable visitors to access facilities by walking with more sustainable travel to the city thereby encouraged. This would contribute to the thriving city aim to be ranked as an international quality leisure and business visitor destination.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth. Draft Policy CS10 promotes the enhancement of cultural, leisure and tourism provision in York in locations which are easily accessible by a variety of transport modes as well as encouraging overnight visitors. York Central offers a good opportunity to meet these objectives given its central location adjacent to the main train station and bus routes together with short walking distance from existing city centre attractions.</p> |
| 3) Regional and national guidance  | <p>PPS1 seeks to locate development in areas accessible by sustainable modes of transport. PPG6 identifies culture and tourism as town centre uses to which the sequential approach to locating development apply. The good practice Guide on tourism recommends that facilities are located in a manner that optimises synergies with other attractions and promotes opportunities for access by public transport. Draft PPS4 recognises the role of existing businesses within town centres (which is particularly relevant to York where tourism is a major employer) and encourages a range of leisure, cultural/tourism uses within centres.</p> <p>RSS policies LCR2 and Y1 establish the significance of York Northwest as a regional investment</p>   |

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|                             | <p>priority. Policy LCR2 identifies a broad range of uses that York Northwest is anticipated to accommodate, including tourism uses. Policy E2 seeks to focus this type of development in city centres in line with PPS6, and policy T1 seeks to reduce personal travel and promote sustainable modes of transport.</p>   |
| <b>Justified</b>            |   |
| 4) Consultation response    | <p>Provision of a high quality hotel with associated conference facilities close to the station and existing hotels was supported, although the scale and nature of provision may be market led. The feedback from the Focus Group was also that the star rating of any viable hotel should not be prescriptive. In the representations received business and tourism growth is supported with high quality hotels and conferencing facilities highlighted as important to this sectors growth. Locating these facilities in close proximity to the rail station is seen as important. However the necessity of such a facility was said not to have been demonstrated and its impact on traffic congestion and resulting loss of housing land queried. The quantitative feedback was over 40% public support and over 60% support by workshop attendees.</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Would complement existing tourist uses (NRM) and proposals to create a CBD</li> <li>• Would provide a high quality hotel within walking distance of the city centre</li> <li>• Would have excellent links to public transport which would encourage visitors to arrive by public transport</li> <li>• Opportunities for job creation through new tourist and accommodation facilities</li> <li>• Opportunity to improve business and conference tourism</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• The provision of a potentially tall building near the historic centre could have an adverse impact on the character and setting of the city</li> <li>• Likely to increase the number of cars into the city centre which will increase traffic congestion and air pollution, although its location close to the Railway Station could mitigate this through offering visitors the opportunity to arrive at the hotel by public transport and to be able to access the city centre and other tourist attractions by foot</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Opportunities for job creation through new tourist and accommodation facilities</li> </ul> |
| 6) Community benefits       | <p>It may be possible to secure some community benefits from developer contributions in respect of this development. The option would increase tourism activity in York, with benefits to the local economy and therefore local communities. Increased accessibility between attractions would be of</p>  |

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|                       | benefit to the community  |
| 7) Evidenced approach | Visit York, the city's tourism organisation, has produced its Vision for Tourism, and its Ambitions. The Vision seeks to deliver long term, sustainable growth in tourism by building on York's distinctiveness, enhancing the quality of the visitor experience and promoting York as a world-class visitor destination. Specific ambitions of Visit York for tourism include: developing York's position as a leading European cultural city; combining a unique heritage with a modern outlook; enhancing York's public realm; and, securing additional resources for sustainable investment in tourism. The provision of an additional high quality hotel within York Central would further the objectives of Visit York for tourism within the city.   |
| <b>Effective</b>      |   |
| 8) Viability          | <p>Hotel use is a revenue generating use which would complement the other urban quarter uses, particularly those in the adjacent cultural area of the NRM. Revenues are expected to be slightly under those for new office development and build costs are similar to office for the 3 star and higher for the 4 star hotel.</p> <p>At this stage the option is considered to be likely to have a medium to high positive impact in terms of commercial viability due to revenue generation.</p>  |
| 9) Deliverability     | Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome, other key barriers have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to the practicalities of securing site access and improving linkages to the city centre.  |
| 10) Flexibility       | This option would not prejudice flexibility. The option could be implemented in a manner which could allow some flexibility for changing circumstances at the detailed masterplanning/ design stage of development. The Area Action Plan could include a policy approach within which appropriate alternative change of use could be considered.  |
| <b>Evaluation</b>     | The option would contribute toward the AAP vision and strategic objectives, and has high levels of consistency with key strategies and guidance at national, regional and local level. Consultation feedback was in support of the option, though minimising vehicular congestion was seen as a key issue; this is also a critical outcome of appraisal against sustainability objectives, though in general the option is supported in terms of sustainability. The option would offer community benefits through economic growth, and may result in developer contributions towards community facilities. The option is considered to have beneficial impacts in terms of scheme viability, and not to prejudice deliverability and flexibility. The option is felt to perform strongly against criteria in this analysis, and is therefore considered appropriate to examine in more detail as a preferred option. |



## Criterion based Evaluation

### Option C4: Provide a high quality 4/5 star hotel in the British Sugar site

| Criteria   | Assessment  |
|--|---|
| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>A facility in British Sugar would be poorly integrated with visitor and tourist attractions, though may be located so as to be better integrated with the strategic highway network. The location would be likely to result in the use of unsustainable modes of transport both between visitors origin and the facility and their end destination and facility.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would be less likely to contribute highly toward vitality as a result of its isolated location.</p>  |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The provision of additional hotel facilities would contribute to the overall objectives of 'A City of Culture' but in this location would not be so accessible and complementary to existing provision. It is less likely that visitors would arrive by sustainable transport by train or coach and also be not so convenient to the central cultural facilities within the city.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth. Draft Policy CS10 promotes the enhancement of cultural, leisure and tourism provision in York in locations which are easily accessible by a variety of transport modes as well as encouraging overnight visitors. British Sugar will not offer a accessibility by all modes of transport, ie train and will be remote from the city centre cultural attractions.</p> |
| 3) Regional and national guidance  | <p>PPS1 seeks to locate development in areas accessible by sustainable modes of transport. PPG6 identifies culture and tourism as town centre uses to which the sequential approach to locating development apply. The good practice Guide on tourism recommends that facilities are located in a manner that optimises synergies with other attractions and promotes opportunities for access by public transport. Draft PPS4 recognises the role of existing businesses within town centres (which is particularly relevant to York where tourism is a major employer) and encourages a range of leisure, cultural/tourism uses within centres. British Sugar is not in a town centre location and sequentially is not a preferable location for hotel uses.</p>  |

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|                             | RSS policies LCR2 and Y1 establish the significance of York Northwest as a regional investment priority. Policy LCR2 identifies a broad range of uses that York Northwest is anticipated to accommodate, including tourism uses. Policy E2 seeks to focus this type of development in city centres in line with PPS6, and policy T1 seeks to reduce personal travel and promote sustainable modes of transport.  |
| <b>Justified</b>            |  |
| 4) Consultation response    | There was no support in the workshops for this option. In the representation British Sugar was seen as a worse location for culture and tourism facilities given its isolated location and surrounding residential character. It was seen as sequentially not preferable, with poor linkages and insufficient demand. Over 60% of workshop participants gave no support for this option and 60% of public feedback objected to it.   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Opportunities for job creation through new tourist and accommodation facilities</li> <li>• Opportunity to improve business and conference tourism</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• This option has poor linkages to the city centre and is not in close enough proximity to existing tourist attractions, therefore it is unlikely to be attractive to potential users and would increase journey lengths and trips</li> <li>• Less accessible by public transport</li> <li>• Likely that many guests would use their cars on a daily basis to travel into the city centre</li> <li>• Unlikely to be as attractive to a 4*/5 star* hotel operator than a city centre site</li> <li>• Could have impact on the amenity of existing residential occupiers depending on the location of the hotel</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Opportunities for job creation through new tourist and accommodation facilities</li> </ul> |
| 6) Community benefits       | It may be possible to secure some community benefits from developer contributions in respect of tourism development.   |
| 7) Evidenced approach       | Visit York, the city's tourism organisation, has produced its Vision for Tourism, and its  |

|                   |   |
|-------------------|---|
|                   | <p>Ambitions. The Vision seeks to deliver long term, sustainable growth in tourism by building on York's distinctiveness, enhancing the quality of the visitor experience and promoting York as a world-class visitor destination. Specific ambitions of Visit York for tourism include: developing York's position as a leading European cultural city; combining a unique heritage with a modern outlook; enhancing York's public realm; and, securing additional resources for sustainable investment in tourism. The provision of an additional high quality hotel facilities would further the objectives of Visit York for tourism. However, as this would be a less central location and these would not be linked with the cultural, leisure and tourism facilities within the city center the option is less preferable.</p> |
| <b>Effective</b>  |   |
| 8) Viability      | <p>Provision of tourist facilities at British Sugar would be remote from other tourism and leisure facilities in the city and would not benefit from linked trips and be less attractive to quality hoteliers. It is less likely to lead to any beneficial impact in the viability analysis. At this stage the option is considered to be likely to have a low beneficial impact in terms of commercial viability.</p>  |
| 9) Deliverability | <p>Identified developers and partners would deliver the option. Physical site access is a barrier to delivery that must be overcome, other barriers such as contamination have been identified, though are felt, with mitigation and design, not to prejudice delivery of this option. Phasing would have to have regard to the practicalities of securing site access and improving accessibility.</p>   |
| 10) Flexibility   | <p>This option would not prejudice flexibility. The option could be implemented in a manner which could allow some flexibility for changing circumstances at the detailed masterplanning/ design stage of development. The Area Action Plan could include a policy approach within which appropriate alternative change of use could be considered.</p>   |
| <b>Evaluation</b> | <p>Policy directs tourist facilities as a town centre type use to town centres in the first instance in order to integrate with other city centre uses and the existing cultural and tourist facilities. Consultation responses were generally negative. This option may lead to a less viable development and would not meet the Council's aspirations for an improved and integrated tourist offer in the city centre.</p>  |

## Criterion based Evaluation

### Option C5: Develop a new pedestrian and cycle bridge link across the river

| Criteria   | Assessment  |
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| <b>Consistent</b>  |   |
| 1) Contribution to AAP vision and strategic development objectives             | <p>The option will overcome physical barriers, resulting in the sites integration into the wider city, and reducing car usage which acts as a barrier to integration within the city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>The option would link the development to the city centre facilitating vitality, and would promote walking and cycling, which have quality of life benefits as healthy modes of transport. A high quality and innovative design solution could be pursued.</p>   |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to the city centre a integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity and the Core Strategies spatial strategy prioritises York's main urban area as a principal focus for growth. Draft Policy CS12 outlines the intention to deliver a number of programmes/schemes including a new pedestrian bridge at Scarborough Bridge in the period 2011-2021 as part of expansion of walking and cycling routes throughout the city.</p> |
| 3) Regional and national guidance  | <p>PPS1 highlights the need for inclusive, accessible development in achieving sustainable communities. PPS6 recommends that extended town centres should be integrated with the existing centre both in terms of design and to allow easy access on foot. The good practice guide on tourism recommends that facilities are integrated with their surroundings in terms of design and layout, and that optimal locations; maximising synergies with other attractions, are pursued. Draft PPS4 requires that town centre expansions are carefully integrated with the existing centre both in terms of design and to allow easy pedestrian access.</p> <p>RSS policy E2 promotes environmental enhancements and accessibility improvements to create a</p>   |

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|                             | distinct attractive and vibrant sense of place for city centres. Policy YH7 requires that development maximises accessibility by cycling and walking.  |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Accessibility and integration with the city centre was seen to be of critical importance. The concept of a well-designed pedestrian/cycle bridge linking York Central to the city centre and the Ouse was strongly supported. The potential to use platform 4 at the station as part of a new route was suggested. The opportunities for a 'riverside corridor' and for river transport between YNW and the city centre were also noted.</p> <p>In the representations received this option was seen as highly desirable. Enhanced daytime and evening activity with improvements to Scarborough Bridge were also mentioned. The flooding risks and impact on flow rates were highlighted as issues to be addressed in any new structure. The quantitative feedback from workshop participants was over 80% in support of this option.</p>  |
| 5) Sustainability appraisal | <p><i>Key Positive Effects</i></p> <ul style="list-style-type: none"> <li>• Option could provide a more attractive link between the NRM/Railway Station and Museum Gardens/City Centre</li> <li>• Will enhance York's pedestrian and cycle network which may encourage use</li> <li>• Will integrate York Central with the city centre</li> </ul> <p><i>Key Constraints and Uncertainties</i></p> <ul style="list-style-type: none"> <li>• May have impact on flooding and river flow rates depending on bridge design – would need to make sure that flood risk was not increased and that the existing flood storage area was not reduced and flood flow routes are not compromised</li> <li>• Erection of a bridge would potentially result in the loss of open space on the northern bank of the river</li> </ul> <p><i>Key Opportunities and Enhancements</i></p> <ul style="list-style-type: none"> <li>• If well-designed bridge then could act as an attraction in itself</li> <li>• Could create an opportunity to create a new cultural trail</li> <li>• Opportunity should be considered to review lighting and pedestrian facilities along the riverside to enhance safety and increase riverside activity in the daytime and evening</li> </ul> |
| 6) Community benefits       | Increased accessibility between attractions would be of benefit to the community and the option would facilitate increase tourism activity in York, with benefits to the local economy and therefore local communities. The high cost of implementing this option may result in reduced levels of  |

|                       |  |
|-----------------------|--|
|                       | developer contribution toward other community facilities.  |
| 7) Evidenced approach | LTP2 identifies the potential for the provision of a new pedestrian/cycling bridge across the Ouse adjacent to Scarborough bridge. Feasibility work to upgrade Scarborough Bridge is within the programme of works with initial funding identified for this in this financial year. Implementation is dependent on 3 <sup>rd</sup> party interests.  |
| <b>Effective</b>      |  |
| 8) Viability          | There are likely to be very high delivery costs associated with this option, however, improved accessibility will bring about increased footfall and could help to make development on York Central more commercially attractive. Further feasibility work is required to establish more detailed costings for this link, and to explore this in the context of alternative access options and a wider composite access approach.  |
| 9) Deliverability     | Identified developers and partners would deliver the option. Physical site access is a key barrier to delivery that must be overcome and this option could be explored further as a package of increased connectivity proposals. Any possible impact on the listed Rail Station, and Museum Gardens; a historic park/ garden and scheduled ancient monument, would need careful consideration. Integrating the development with the city centre should be phased at an early stage in the development.   |
| 10) Flexibility       | This option should not prejudice flexibility. The option is not prescriptive in terms of the location of any new link and alternative locations could be considered should circumstances change. The provision of a new link would allow for more flexibility in terms of the range of uses which could be considered due to the increased connectivity with the city centre.  |
| <b>Evaluation</b>     | This option would result in significant improvements in accessibility between YNW and the city centre, and could help to deliver the vision for the area and its strategic objectives. It would also be in accordance with the community strategy and emerging core strategy and would conform with regional and national policy. Accessibility and integration with the city centre was seen to be of critical importance in the public consultation with strong support for this option. Positive sustainability effects are identified with this option although some issues relating to the river are identified. Deliverability and flexibility are not felt likely to be prejudiced in taking this option forward at this stage. The viability implications of this option need to be understood in more detail and these explored in more detail alongside specific benefits and within the context of a package of wider access options: This approach should be explored further through the Preferred Options. |

## 2.5 TRANSPORT

### List of Transport Options Evaluated

- |            |   |            |  |
|------------|---|------------|--|
| <b>T1</b>  | Vehicular access at Water End                               | <b>T21</b> | New pedestrian/cycle bridge across River Ouse nr. Scarborough Bridge |
| <b>T2</b>  | Vehicular access at Holgate Business Park                   | <b>T22</b> | New interchange east of railway station                              |
| <b>T3</b>  | Vehicular access at Queen Street                            | <b>T23</b> | Pedestrian/cycle access at York Business Park                        |
| <b>T4</b>  | Vehicular access at Holgate Road/Acomb Road                 | <b>T24</b> | Pedestrian/cycle access at Holgate Business Park                     |
| <b>T5</b>  | Vehicular access at Leeman Road                             | <b>T25</b> | New pedestrian access through railway station                        |
| <b>T6</b>  | Vehicular access at Millfield Lane/British Sugar HGV access | <b>T26</b> | New pedestrian/cycle access at Cinder Lane/Wilton Rise               |
| <b>T7</b>  | Vehicular access at Civil Service sports ground             | <b>T27</b> | New pedestrian/cycle access at Marble Arch *                         |
| <b>T8</b>  | Vehicular access at Plantation Drive                        | <b>T28</b> | New pedestrian/cycle access at Manor School                          |
| <b>T9</b>  | Vehicular access at Great North Way                         | <b>T29</b> | New pedestrian/cycle access at Ouseacres                             |
| <b>T10</b> | Vehicular access at existing Manor School site              | <b>T30</b> | New pedestrian/cycle access at Plantation Drive                      |
| <b>T11</b> | Vehicular access at Ouseacres                               | <b>T31</b> | New pedestrian/cycle access across river (Clifton Ings)              |
| <b>T12</b> | Vehicular access along railway line                         | <b>T32</b> | New pedestrian/cycle access at Water End                             |
| <b>T13</b> | Vehicular access at allotments                              | <b>T33</b> | New pedestrian/cycle access at Queen Street                          |
| <b>T14</b> | Vehicular access at Marble Arch                             | <b>T34</b> | New pedestrian/cycle access at Holgate Road                          |
| <b>T15</b> | Tram-train using York/Harrogate/Leeds line                  | <b>T35</b> | New interchange at Royal Mail  |
| <b>T16</b> | New interchange east of railway station                     |            |  |
| <b>T17</b> | New interchange at Queen Street Bridge                      |            |  |
| <b>T18</b> | New interchange at Marble Arch/west of railway station      |            |  |
| <b>T19</b> | New interchange split east-west of railway                  |            |  |
| <b>T20</b> | New local interchange within British Sugar site             |            |  |

Note \* Issues & Options Document states York Business Park in error

# Vehicular Access Options



- Minor Access Options (Access Restricted to Sectors of the Site - Possible Through Route for Public Transport)
- Access Restricted to Sectors of the Site (possible Through Route for Public Transport)
- Vehicular Access Options
- ① Water End
- ② Holgate Business Park
- ③ Queen Street
- ④ Holgate Road/Acomb Road
- ⑤ Leeman Road
- ⑥ Millfield Lane/British Sugar HGV Access
- ⑦ Civil Service Sports Ground
- ⑧ Plantation Drive
- ⑨ From Great North Way
- ⑩ Existing Manor School Site
- ⑪ Ouseacres
- ⑫ Along Railway Line
- ⑬ Allotments
- ⑭ Marble Arch
- Capacity Improvements

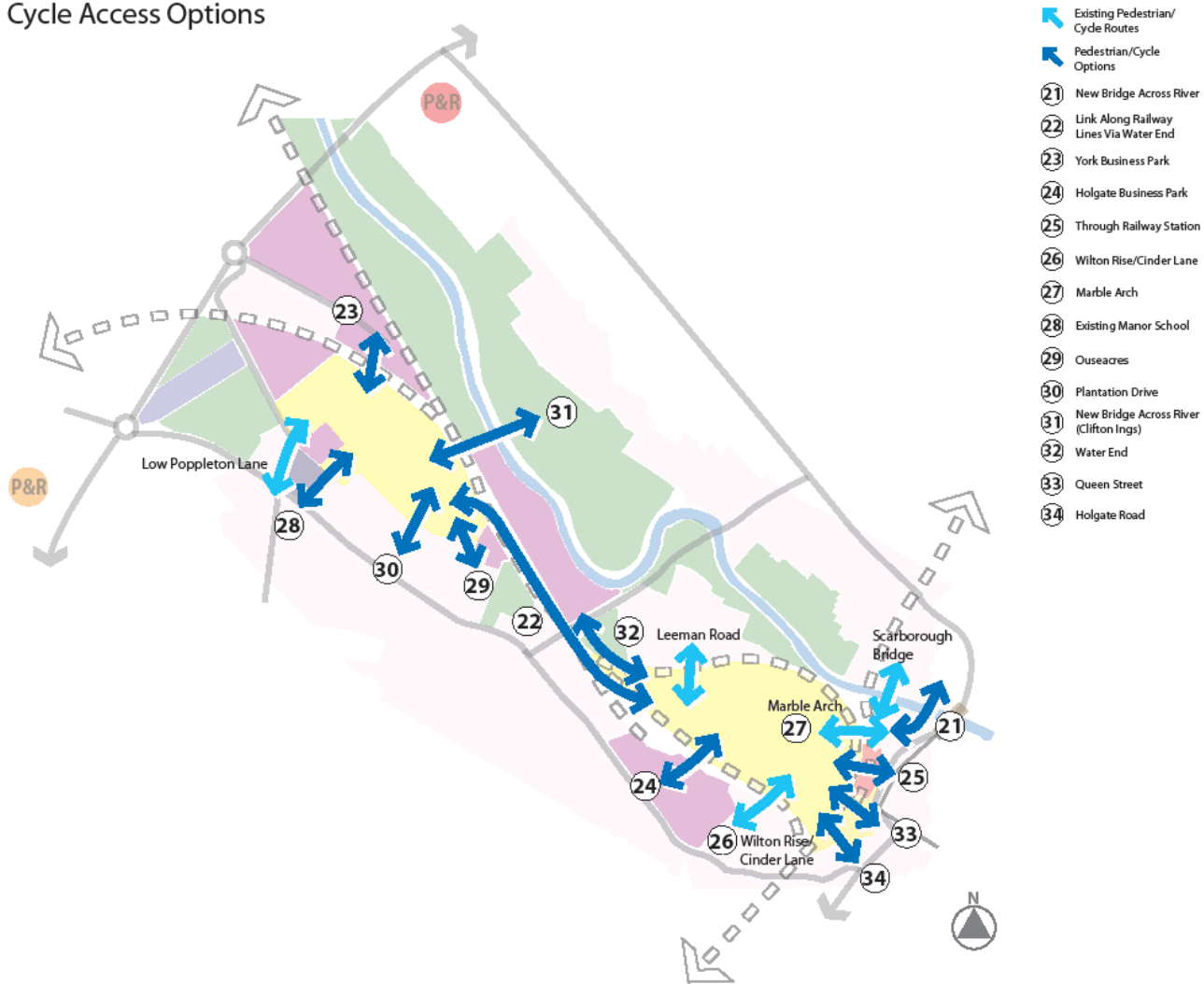


# Public Transport Options



- Bus/Public Transport Route
- Lendal Bridge
- Enhanced Park & Ride
- New Park & Ride
- Train Station
- Tram/Train Line
- Transport Interchange
- Rail Halt (Tram/Train)
- Junction Improvements
- Possible Transhipment Centre
- 15 Tram/Train
- 16 East of Station Interchange
- 17 Queen Street Bridge Interchange
- 18 Marble Arch Interchange
- 19 East/West Interchange
- 20 British Sugar Site

# Pedestrian and Cycle Access Options



## Criterion based Evaluation

### Option T1: Water End Vehicular Access (Restricted Access)

| Criteria   | Assessment   |
|--|--|
| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives | <p>The option will overcome physical barriers and provide integration into the wider highway network and city. However implementation and the degree to which private car usage (which may exacerbate existing levels of vehicular congestion and act as a barrier to integration), is restricted, will need to be investigated. The degree to which the option facilitates the provision of public transport links will be an important sustainability consideration.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services and provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the development sites may result in a more innovative approach to design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic. The options impact on green infrastructure provision will have quality of life implications for existing residents.</p>  |
| 2) Consistency with community strategy and other key strategies        | <p>Providing access into the York Central site could reduce the congestion, air pollution effects on existing accesses into the area. However overall additional traffic generated by the development of the area is likely to have an adverse effect on the 'Sustainable City' objective. The possibility of public transport access via this access would however contribute to more sustainable travel means to the area. Vehicular access will be necessary to the future development of the area which contributes to the 'Thriving City' aspirations.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. It outlines 'Access York' as a major scheme proposal which includes facilitating better connectivity to the York Central site and also improvements to the wider network, including the outer ring road. Specific improvements linked to enhanced park and ride facilities, establishment of a multi modal transport interchange at York Station and high quality public transport links into the site are outlined.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport. A number of transport schemes/programmes are outlined including 'Access York' phases 1 and 2.</p> |

|                                   |   |
|-----------------------------------|---|
| 3) Regional and national guidance | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p>  |
| <b>Justified</b>                  |   |
| 4) Consultation response          | <p>Points raised in the workshop events</p> <ul style="list-style-type: none"> <li>▪ Impact on public transport</li> <li>▪ Environmental impact</li> <li>▪ Impact on Millennium Green</li> </ul> <p>Suggested interrelationship: T3/T12/T14</p> <p>Other issues raised</p> <ul style="list-style-type: none"> <li>▪ Impact on character of surrounding area</li> <li>▪ Flood risk issues</li> </ul> <p>Workshop feedback: 70% support</p>   |
| 5) Sustainability appraisal       | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> <li>• Vehicular access points will be beneficial for businesses in York Central for deliveries</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• The option would have a significant impact on Millennium Green which is a valuable and well used openspace</li> <li>• Biodiversity in this area would be disturbed. This includes priority species such as Harvest Mouse, Reed Bunting and Water Voles which have been present on the site.</li> <li>• Adverse impacts for air quality and greenhouse gas emissions given that this option promotes transport access and vehicle use.</li> </ul> |

|                       |   |
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|                       | <ul style="list-style-type: none"> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• Potential flood risk in area as part of the adjacent Millennium Green is within Flood Zone 3.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• Restrict the access point for public transport use to help meet social objectives regarding public transport access and effective transport network.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul> |
| 6) Community benefits | As part of a composite access solution for York Northwest the optimal individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits through minimising congestion and ensuring the potential of the area for development is achieved. The option would have a significant impact on Millennium Green which is a valuable and well used openspace  |
| 7) Evidenced approach | Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.<br>The Water End access option performed favourably in the evaluation and was taken forward into the modelling phase of work. The modelling outputs indicated the distribution of vehicular and public transport trips likely to arise on the local transport network and the anticipated impact at affected junctions.  |
| <b>Effective</b>      |   |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively high and this was taken into account in the modelling of composite access approaches.   |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package. Further investigation and technical work will be needed to inform deliverability.   |

|                   |   |
|-------------------|---|
| 10) Flexibility   | A flexible policy approach will be taken to the precise alignment of this route into the site. The policy approach should also allow flexibility in terms of site phasing and implementation of this option.  |
| <b>Evaluation</b> | Having regard to all the above criteria, this access option performed relatively well in comparison with other access options into York Central though would have a significant impact on Millennium Green which is a valuable and well used open space. It is recommended that the option be explored further through the ongoing transport work for the area. |

## Criterion based Evaluation

### Option T2: Holgate Business Park (Restricted) Vehicular Access

| Criteria   | Assessment   |
|--|--|
| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option will overcome physical barriers, resulting in the sites integration into the wider highway network and city. However this is dependent on the detailed manner of implementing the option, and the degree to which private car usage, which may exacerbate existing levels of vehicular congestion and act as a barrier to integration, is restricted will need to be investigated. The degree to which the option facilitates the provision of public transport links will be an important sustainability consideration.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services and provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p> |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>Providing access into the York Central site could reduce the congestion, air pollution effects on existing accesses into the area. However overall additional traffic generated by the development of the area is likely to have an adverse effect on the 'Sustainable City' objective. Vehicular access will be necessary to the future development of the area, which contributes to the 'Thriving City' aspirations.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport. A number of transport schemes/programmes are outlined including 'Access York' phases 1 and 2.</p>   |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that</p>  |

|                             |   |
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|                             | development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.  |
| <b>Justified</b>            |   |
| 4) Consultation response    | <p>Points raised in workshop events</p> <ul style="list-style-type: none"> <li>▪ Cost</li> <li>▪ Necessity</li> <li>▪ Impact on rail</li> <li>▪ Congestion</li> </ul> <p>Interrelationship suggested at the workshops:T3/T14</p> <p>Other issues raised</p> <ul style="list-style-type: none"> <li>▪ Flood risk issues</li> <li>▪ Congestion,</li> <li>▪ Highway safety</li> </ul> <p>Workshop feedback: over 40% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> <li>• Vehicular access points will be beneficial for businesses in York Central and Holgate business Park for deliveries and employee accessing the area.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Adverse impacts for air quality and greenhouse gas emissions given that this option promotes transport access and vehicle use.</li> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> </ul> |



|                       |   |
|-----------------------|---|
|                       | <ul style="list-style-type: none"> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• Restrict the access point for public transport use to help meet social objectives regarding public transport access and effective transport network.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul>  |
| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.   |
| 7) Evidenced approach | Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.<br>The Holgate park access option performed favourably in the evaluation and was taken forward into the modelling phase of work. The modelling outputs indicated the distribution of vehicular and public transport trips likely to arise on the local transport network and the anticipated impact at affected junctions. |
| <b>Effective</b>      |   |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively high and this was taken into account in the modelling of composite access approaches.   |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package. Further investigation and technical work will be needed to inform deliverability.   |
| 10) Flexibility       | A flexible policy approach will be taken to the precise alignment of this route into the site. The policy approach should also allow flexibility in terms of site phasing and implementation of this option.  |
| <b>Evaluation</b>     | Having regard to all the above criteria, this access option performed relatively well in comparison with other access options into York Central and is to be taken forward in the ongoing transport work for the area.  |

## Criterion based Evaluation

### Option T3: Queen Street (Restricted) Vehicular Access

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will overcome physical barriers, resulting in the sites integration into the wider highway network and city, though this is dependent on the detailed manner of implementing the option, and the degree to which private car usage, which may exacerbate existing levels of vehicular congestion and act as a barrier to integration, is restricted. Provision of public transport will be an important consideration in assessing sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services and provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p> |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option is likely to increase air pollution in an area already experiencing higher levels of pollution and congestion. It is also likely to increase the visible intrusion of motor traffic adjacent to the historic centre. It does not therefore contribute to a number of aims of the 'Sustainable City'.</p> <p>Vehicular access will be necessary to the future development of the area which contributes to the 'Thriving City' aspirations.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport.</p>   |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional</p>  |

|                             |  |
|-----------------------------|--|
|                             | priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.  |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised at the workshop events</p> <ul style="list-style-type: none"> <li>▪ Cost</li> <li>▪ Necessity</li> <li>▪ Impact on public transport</li> <li>▪ Congestion</li> <li>▪ Environmental impact</li> </ul> <p>Suggested interrelationship: T1/T14/T2 (Workshops)</p> <p>Other issues raised</p> <ul style="list-style-type: none"> <li>▪ Impact on character of surrounding areas</li> <li>▪ Loss of railway institute</li> <li>▪ Railway institute should be retained</li> </ul> <p>Workshop feedback: 20% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> <li>• Vehicular access points will be beneficial for businesses in York Central and Holgate business Park for deliveries and employee accessing the area .</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• This option would increase connectivity of York Central to the city centre area.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Potentially could have adverse impacts on the inner ring road network in terms of congestion</li> <li>• Adverse impacts for air quality, particularly as it is in close proximity to the AQMA, and greenhouse gas emissions given that this option promotes transport access and vehicle use</li> <li>• Potential adverse impacts on the listed buildings and SAMs nearby such as the Railway Station and City walls.</li> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> </ul> <p>Key Opportunities and Enhancements</p> |

|                       |   |
|-----------------------|---|
|                       | <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Sensitive design and mitigation would be required to limit adverse impacts to adjacent listed buildings and SAMs.</li> <li>• Through design potential impacts noise impact could be mitigated.</li> <li>• Restrict the access point for public transport use to help meet social objectives regarding public transport access and effective transport network.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul> |
| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.   |
| 7) Evidenced approach | Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.<br>In the evaluation the unrestricted access via Queen Street was seen to lead to the routing of car trips through the city centre, increasing congestion and worsening air quality. For these reasons it was not taken forward into the modelling phase of work as a vehicular access point, but for public transport only.   |
| <b>Effective</b>      |   |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively high and this was taken into account in the modelling of composite access approaches.   |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package. Further investigation and technical work will be needed to inform deliverability.   |
| 10) Flexibility       | A flexible policy approach will be taken to the precise alignment of this route into the site. The policy approach should also allow flexibility in terms of site phasing and implementation of this option.  |
| <b>Evaluation</b>     | Having regard to all the above criteria, this access option had a number of disadvantages compared with other access options into York Central and is recommended to be explored further as a public transport only access in the ongoing transport work for the area.  |

## Criterion based Evaluation

### Option T4: Holgate Road/ Acomb Road (Restricted) Vehicular Access

| Criteria   | Assessment   |
|--|--|
| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option will overcome physical barriers, resulting in the sites integration into the wider highway network and city, though this is dependent on the detailed manner of implementing the option, and the degree to which private car usage, which may exacerbate existing levels of vehicular congestion and act as a barrier to integration, is restricted. The degree to which the option facilitates private car use is also a critical consideration, given the current limited all vehicular access points into the site.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services and provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p> |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>Providing access into the York Central site could reduce the congestion, air pollution effects on existing accesses into the area. However overall additional traffic generated by the development of the area is likely to have an adverse effect on the 'Sustainable City' objective. Vehicular access will be necessary to the future development of the area which contributes to the 'Thriving City' aspirations. Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport.</p>   |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion,</p>  |

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|                             | and effecting modal shift to transport with lower environmental impacts.   |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised at the workshop events</p> <ul style="list-style-type: none"> <li>▪ Cost</li> <li>▪ Congestion</li> </ul> <p>No interrelationships suggested<br/>Workshop feedback: 10% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> <li>• Vehicular access points will be beneficial for businesses in York Central for deliveries, particularly within the envisaged CBD to be located near the station and for employees accessing the area.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Adverse impacts for air quality and greenhouse gas emissions given that this option promotes transport access and vehicle use.</li> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• Potential adverse effects of increased traffic flow and noise for existing residents in Holgate road area.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• Restrict the access point for public transport use to help meet social objectives regarding public transport access and effective transport network.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul> |

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| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.                           |
| 7) Evidenced approach | Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.<br>The Holgate road/Acomb Road access was seen to be similar in network implications to the Holgate Business Park option and was not therefore included in the ongoing modelling work. |
| <b>Effective</b>      |   |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively high and this was taken into account in the modelling of composite access approaches.       |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package. Further investigation and technical work will be needed to inform deliverability.   |
| 10) Flexibility       | Flexibility is limited in terms of the location of this access route due to existing land uses.   |
| <b>Evaluation</b>     | Having regard to all the above criteria. this access option appears less deliverable than alternative similar approaches (option T2) and is not recommended to be taken forward in the ongoing transport work for the area.   |

## Criterion based Evaluation

### Option T5: Leeman Road (Restricted) Vehicular Access (Severed for Through Traffic)

| Criteria  | Assessment   |
|---|--|
| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>This option would reduce vehicular integration with the city but may improve integration via sustainable modes of transport for pedestrian and cyclists, thereby meeting the aims relating to sustainability.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services and provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p>                         |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>The restricted use of this access would be likely to reduce through traffic through the Salisbury Terrace area and thereby lead to reduce air pollution/traffic in this residential area. The removal of through traffic from Marble Arch may improve walking and cycling facilities for residents to the city centre. This would meet aims of the 'Sustainable City'.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport.</p>  |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p> |



| <b>Justified</b>            |  |
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| 4) Consultation response    | <p>Points raised at workshop events</p> <ul style="list-style-type: none"> <li>▪ Through traffic</li> <li>▪ Amenity impact</li> <li>▪ Benefits if used for public transport</li> </ul> <p>No interrelationships suggested</p> <p>Other points raised</p> <ul style="list-style-type: none"> <li>▪ Potential for public realm and access improvements through a sub ground level access or subterranean raised level pedestrian access</li> </ul> <p>Workshop feedback: nearly 20% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> <li>• The restricted access and minor route status of this option would be beneficial in limiting vehicle use which may therefore have limited impacts in terms of noise, air quality and congestion.</li> <li>• Vehicular access points will be beneficial for businesses in York Central for deliveries and employees accessing the area.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• The severing of Leeman Road may reduce the accessibility of the city centre to existing residents within the area, including cyclists and pedestrians.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• Restrict the access point for public transport use to help meet social objectives regarding public transport</li> </ul> |

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|                       | <p>access and effective transport network.</p> <ul style="list-style-type: none"> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul>   |
| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.  |
| 7) Evidenced approach | <p>Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.</p> <p>The Leeman Road results in traffic being routed through the Salisbury Terrace residential area and through the city centre leading to congestion, amenity and air quality issues. Severing of Leeman Road would facilitate the NRM's aspirations to link their existing facilities and improve connectivity for visitors. Since access should be maintained to the existing residents in Leeman Road and the NRM it was taken forward as a restricted access (with closure into the city, except for public transport) into the modelling phase of work. The modelling outputs to date indicate the distribution of vehicular and public transport trips likely to arise on the local transport network and the anticipated impact at affected junctions.</p> |
| <b>Effective</b>      |  |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively low and this was taken into account in the modelling of composite access approaches.   |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package. Further investigation and technical work will be needed to inform deliverability.  |
| 10) Flexibility       | The retention of part of this access for limited access will facilitate some flexibility in site phasing of the development.   |
| <b>Evaluation</b>     | Having regard to all the above criteria, this access option is to be taken forward as a restricted access (with public transport accessibility) in the ongoing transport work for the area.  |

## Criterion based Evaluation

### Option T6: Millfield Lane/ British Sugar (Restricted) HGV Access

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will overcome physical barriers, resulting in the sites integration into the wider highway network and city, though this is dependent on the detailed manner of implementing the option, and the degree to which private car usage, which may exacerbate existing levels of vehicular congestion and act as a barrier to integration, is restricted. The option may result in existing pedestrian and cycle routes becoming less well integrated in the city. The degree to which the option facilitates private car use is also a critical sustainability consideration, with provision of reliable public transport as an alternative being critical in this respect.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services and provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p> |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>Vehicular access will be necessary to the future development of the area, which contributes to the 'Thriving City' aspirations. However under the Safer City theme there could be conflicts with access to Manor School by increasing traffic in the vicinity.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport. A number of transport schemes/programmes are outlined including 'Access York' phases 1 and 2.</p>   |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport</p>  |

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|                             | <p>infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p>   |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised at the workshop events</p> <ul style="list-style-type: none"> <li>▪ Impact on rail</li> <li>▪ Impact on public transport</li> <li>▪ Amenity impact</li> <li>▪ Impact on Manor School</li> <li>▪ Impact on level crossing at Low Poppleton Land</li> </ul> <p>Interrelationship suggested: T10/T12</p> <p>Other points raised</p> <ul style="list-style-type: none"> <li>▪ Congestion</li> <li>▪ Highway safety</li> </ul> <p>Workshop feedback: over 30% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> <li>• The restricted access of this option would be beneficial in limiting vehicle use and therefore congestion.</li> <li>• Vehicular access points will be beneficial for businesses links to the existing Millfield Lane Industrial site as well as for employees accessing the area.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• Potential impacts from noise and in air quality through HGV use.</li> <li>• Potential adverse impacts on the outer ring road in terms of air quality, noise and congestion.</li> <li>• May conflict with objective S4 regarding safety and security of people given a likely increase in traffic near to Manor School.</li> </ul> |

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|                       | <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• Restrict the access point for public transport use to help meet social objectives regarding public transport access and effective transport network.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul> |
| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.  |
| 7) Evidenced approach | <p>Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.</p> <p>The Milfield Lane access option performed favourably in the evaluation and was taken forward into the modelling phase of work. The modelling outputs indicated the distribution of vehicular and public transport trips likely to arise on the local transport network and the anticipated impact at affected junctions.</p>  |
| <b>Effective</b>      |  |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively low and this was taken into account in the modelling of composite access approaches.   |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package. Further investigation and technical work will be needed to inform deliverability.  |
| 10) Flexibility       | This option will allow a degree of flexibility in terms of site phasing and the implementation of any additional access points.  |
| <b>Evaluation</b>     | Having regard to all the above criteria, this access option performed relatively well in comparison with other access options into York Northwest and is to be taken forward in the ongoing transport work for the area.   |

## Criterion based Evaluation

### Option T7: Civil Service Sports Ground Vehicular Access

| Criteria  | Assessment   |
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| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will overcome physical barriers, resulting in the sites integration into the wider highway network and city, though this is dependent on the detailed manner of implementing the option, and the degree to which private car usage, which may exacerbate existing levels of vehicular congestion and act as a barrier to integration, is restricted. The option may result in existing pedestrian and cycle routes becoming less well integrated in the city. The degree to which the option facilitates private car use is also a critical sustainability consideration, with provision of reliable public transport as an alternative being critical in this respect. The option may result in detrimental sustainability impacts through the loss of open space and reduction in the quality of this space.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services and provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p> |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>Vehicular access will be necessary to the future development of the area, which contributes to the 'Thriving City' aspirations. However, the loss of open space would not contribute to the 'Sustainable City' aspirations with a reduction in green, open space.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport. A number of transport schemes/programmes are outlined including 'Access York' phases 1 and 2.</p>   |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p>   |

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|                             | <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p>  |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised at workshop events</p> <ul style="list-style-type: none"> <li>▪ Feasibility</li> <li>▪ Congestion</li> </ul> <p>Interrelationships suggested by workshops: T12</p> <p>Other points</p> <ul style="list-style-type: none"> <li>▪ Loss of green space and sporting facilities</li> <li>▪ Detrimental impact in terms of putting traffic onto Boroughbridge Road</li> </ul> <p>Workshop feedback: over 30% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes).</li> <li>• Vehicular access points will be beneficial for businesses located on site.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• Unrestricted vehicle access would conflict with SA objectives relating to reducing the use of the car and encouraging sustainable transport uses.</li> <li>• Potential impacts from noise and in air quality for residents living in close proximity to both the ring road and the vehicle access point.</li> <li>• This option would develop part of the existing greenbelt which may have an impact on biodiversity..</li> <li>• This option would develop part of an existing openspace which may have negative implications for sports provision</li> <li>• This route may be used as a cut through to access other areas within York and avoiding the A59 which would have adverse impacts relating to noise, congestion and air quality.</li> </ul> |

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|                       | <ul style="list-style-type: none"> <li>• There may be issues regarding congestion on the outer ring road.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• Restrict the access point for public transport use to help meet social objectives regarding public transport access and effective transport network.</li> <li>• There would need to be sufficient replacement of open space to mitigate any lost through development should this option be taken forward</li> <li>• The environmental value of the greenbelt in this area would need to be assessed to understand the implications of developing it for infrastructure.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul> |
| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved. This option would involve disbenefits arising through loss of open space within the area.  |
| 7) Evidenced approach | <p>Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.</p> <p>The civil service access option performed favourably in the evaluation and was taken forward into the modelling phase of work. The modelling outputs indicated the distribution of vehicular and public transport trips likely to arise on the local transport network and the anticipated impact at affected junctions. Due to the proximity of this option with Option T10 the impact on the network from either of these options was relatively similar in directing traffic onto Boroughbridge Road.</p>  |
| <b>Effective</b>      |  |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively high and this was taken into account in the modelling of composite access approaches.  |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual   |



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|                   | access points. This modelling as with viability assessment must be viewed in the context of an overall access package. Further investigation and technical work will be needed to inform deliverability.                 |
| 10) Flexibility   | A flexible policy approach would be taken to the precise alignment of this route into the site. The policy approach should also allow flexibility in terms of site phasing and implementation of this option.            |
| <b>Evaluation</b> | Having regard to all the above criteria, this access option performed relatively well in comparison with other access options into York Northwest and is to be taken forward in the ongoing transport work for the area. |

## Criterion based Evaluation

### Option T8: Plantation Drive (Minor Restricted) Vehicular Access

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | The option will provide integration into the wider highway network and city. To ensure the access does not lead to detrimental environmental/amenity impacts use of this access will need to be restricted. The option may improve quality of life for future residents (as part of a package of transport options) through providing ready access to jobs and services. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality.   |
| 2) Consistency with community strategy/core strategy and other key strategies | Vehicular access will be necessary to the future development of the area, which contributes to the 'Thriving City' aspirations.<br>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport.   |
| 3) Regional and national guidance   | PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.<br><br>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts. |
| <b>Justified</b>  |   |
| 4) Consultation response  | Points raised at workshop events <ul style="list-style-type: none"> <li>▪ Necessity</li> <li>▪ Amenity impact</li> <li>▪ Limited area of site possible to serve</li> </ul> Workshop feedback: Approximately 10% support   |
| 5) Sustainability appraisal   | Key Positive Effects  |

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|                       | <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site through connectivity with existing routes.</li> <li>• The restricted access and minor access status of this option would be beneficial in limiting vehicle use and therefore congestion.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• May have a detrimental impact on the existing residents living on Plantation Drive</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• Restrict the access point for public transport use to help meet social objectives regarding public transport access and effective transport network.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul> |
| 6) Community benefits | <p>As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved. To ensure the access does not lead to detrimental environmental/amenity impacts use of this access will need to be restricted to previous useage levels.</p>  |
| 7) Evidenced approach | <p>Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.</p> <p>In the evaluation unrestricted use of Plantation Drive was seen to have an unacceptable amenity impact</p>  |

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|                   | on existing residents and due to its restricted width and on street parking. Restricted access for a limited number of traffic movements (linked to the previous operational use of the British Sugar factory) was taken forward in the modelling. The modelling outputs indicated the distribution of vehicular and public transport trips likely to arise on the local transport network and the anticipated impact at affected junctions. |
| <b>Effective</b>  |  |
| 8) Viability      | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively low and this was taken into account in the modelling of composite access approaches.               |
| 9) Deliverability | This is an existing access point into the site and use is anticipated to a level linked to the sites previous operational use and deliverability is therefore not a problem.   |
| 10) Flexibility   | Use of this existing access should allow flexibility in terms of site phasing and implementation.  |
| <b>Evaluation</b> | Having regard to all the above criteria, this access option is recommended to be taken forward with restricted access in the ongoing transport work for the area.  |

## Criterion based Evaluation

### Option T9: Great North Way Vehicular Access

| Criteria   | Assessment   |
|--|--|
| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option will overcome physical barriers, resulting in the sites integration into the wider highway network and city, though this is dependent on the detailed manner of implementing the option, and the degree to which private car usage, which may exacerbate existing levels of vehicular congestion and act as a barrier to integration, is restricted. The option may result in existing pedestrian and cycle routes becoming less well integrated in the city. The degree to which the option facilitates private car use is also a critical sustainability consideration, with provision of reliable public transport as an alternative being critical in this respect.</p> <p>The option may improve quality of life (as part of a package of transport options) through providing ready access to jobs and services within York Business Park.</p>   |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>Vehicular access will be necessary to the future development of the area, which contributes to the 'Thriving City' aspirations.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport. A number of transport schemes/programmes are outlined including 'Access York' phases 1 and 2.</p>   |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p> |
| <b>Justified</b>   |  |
| 4) Consultation response   | <p>Points raised during workshop events</p> <ul style="list-style-type: none"> <li>▪ Cost</li> </ul>   |

|                             |  |
|-----------------------------|--|
|                             | <ul style="list-style-type: none"> <li>▪ Impact on rail</li> <li>▪ Through traffic</li> <li>▪ Impact on level crossing at Low Poppleton Land</li> <li>▪ Potential to allow access to open space (Clifton Ings)</li> </ul> <p>Other points raised</p> <ul style="list-style-type: none"> <li>▪ Should be pedestrian/cycle only</li> </ul> <p>Workshop feedback: over 30% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> <li>• Vehicular access points will be beneficial for any businesses on the British Sugar and York Business Park for deliveries and employees accessing the area.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Adverse impacts for air quality and greenhouse gas emissions given that this option promotes transport access and vehicle use.</li> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• This route may be used as a cut through to access other areas within York which would have adverse impacts relating to noise, congestion and air quality.</li> <li>• The throughout route here may adversely effect protected wasps and bees which inhabit the embankment.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• Opportunity to link / integrate the existing residential area adjacent to York Business park to the potential new residential area on British sugar.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the</li> </ul> |

|                       |   |
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|                       | option.   |
| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.   |
| 7) Evidenced approach | <p>Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.</p> <p>The Great North Way access option had similar network impact as Option T6. However it involved a new access being provided across the Harrogate line into the York Business Park and therefore had high cost implications, together with amenity issues due to the proximity of adjacent residential properties. It was not recommended to be taken forward due to the cost implications in the evaluation of options.</p> |
| <b>Effective</b>      |   |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively high and this was taken into account in the modelling of composite access approaches.   |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package.   |
| 10) Flexibility       | Whilst the layout of York Business Park is configured to facilitate access across the railway line, the higher costs and more difficult engineering solution associated with this access option are likely to inhibit flexibility.  |
| <b>Evaluation</b>     | Having regard to all the above criteria, this access option is not recommended to be taken forward in the ongoing transport work for the area.  |

**Criterion based Evaluation**  
**Option T10: Existing Manor School Site Vehicular Access**

| Criteria   | Assessment   |
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| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option will provide integration into the wider highway network and city. The option may result in detrimental sustainability impacts through the loss of open space and reduction in the quality of this space. The degree to which the private car may exacerbate existing levels of congestion and the level of mitigation works required will be a critical issue.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services and provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p> |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>Vehicular access will be necessary to the future development of the area, which contributes to the 'Thriving City' aspirations. The loss of part of playing field would reduce open space and thereby not contribute to sustainable city objectives.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport.</p>  |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p>   |



| <b>Justified</b>            |   |
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| 4) Consultation response    | <p>Points raised during workshop events</p> <ul style="list-style-type: none"> <li>▪ Feasibility</li> </ul> <p>Inter-relationship suggested: T12/T6</p> <p>Other points</p> <ul style="list-style-type: none"> <li>▪ Detrimental impact in terms of putting traffic onto Boroughbridge Road</li> </ul> <p>Workshop feedback: over 30% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> <li>• Vehicular access points will be beneficial for any businesses on the British Sugar and York Business Park for deliveries and employees accessing the area.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Adverse impacts for air quality and greenhouse gas emissions given that this option promotes transport access and vehicle use.</li> <li>• Given its location to access the A59 may deter people from using public transport in favour of the car when travelling into and out of York.</li> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• This route may be used as a cut through to access other areas within York if the other through routes of option 9 and 12 are implemented. This would have adverse impacts relating to noise, congestion and air quality.</li> <li>• May potentially have adverse effects on residents living on Low Poppleton Lane and Millgates in terms of traffic congestion, noise and air quality.</li> <li>• This option may result in the loss of openspace and quality of the remaining openspace.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic</li> </ul> |

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|                       | <p>placed in a different part of the site.</p> <ul style="list-style-type: none"> <li>The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul>  |
| 6) Community benefits | <p>As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved. The loss of part of the playing field would reduce open space (and may have implications on the usable playing fields remaining) and thereby reduce community benefits.</p>  |
| 7) Evidenced approach | <p>Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.</p> <p>The Manor school access option performed favourably in the evaluation and was taken forward into the modelling phase of work. The modelling outputs indicated the distribution of vehicular and public transport trips likely to arise on the local transport network and the anticipated impact at affected junctions. Due to the proximity of this option with Option T7 the impact on the network from either of these options was relatively similar in directing traffic onto Boroughbridge Road.</p> |
| <b>Effective</b>      |   |
| 8) Viability          | <p>Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively medium/high and this was taken into account in the modelling of composite access approaches.</p>   |
| 9) Deliverability     | <p>The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package. Further investigation and technical work will be needed to inform deliverability.</p>  |
| 10) Flexibility       | <p>A flexible policy approach will be taken to the precise alignment of this route into the site. The policy approach should also allow flexibility in terms of site phasing and implementation of this option.</p>   |
| <b>Evaluation</b>     | <p>Having regard to all the above criteria, this access option performed relatively well in comparison with other access options into York Northwest and is to be taken forward in the ongoing transport work for the area.</p>   |

## Criterion based Evaluation

### Option T11: Ouseacres (Minor Restricted) Vehicular Access

| Criteria   | Assessment   |
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| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option will provide integration into the wider highway network and city. To ensure the access does not lead to detrimental environmental/amenity impacts use of this access will need to be restricted. The option may improve quality of life for future residents (as part of a package of transport options) through providing ready access to jobs and services. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality.</p>   |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>Vehicular access will be necessary to the future development of the area, which contributes to the 'Thriving City' aspirations.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport.</p>   |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p> |
| <b>Justified</b>   |  |
| 4) Consultation response   | <p>Points raised during workshop events</p> <ul style="list-style-type: none"> <li>▪ Necessity</li> <li>▪ Amenity impact</li> </ul> <p>Workshop feedback: over 20% support</p>   |
| 5) Sustainability appraisal  | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> </ul>   |

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|                       | <ul style="list-style-type: none"> <li>• Vehicular access points will be beneficial for any businesses on the British Sugar and York Business Park for deliveries and employees accessing the area.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Adverse impacts for air quality and greenhouse gas emissions given that this option promotes transport access and vehicle use.</li> <li>• Given its location to access the A59 may deter people from using public transport in favour of the car when travelling into and out of York.</li> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• This route may be used as a cut through to access other areas within York if the other through routes of option 9 and 12 are implemented. This would have adverse impacts relating to noise, congestion and air quality.</li> <li>• May potentially have adverse effects on residents living on Low Poppleton Lane and Millgates in terms of traffic congestion, noise and air quality.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul> |
| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.   |
| 7) Evidenced approach | Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.  |

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|                   | In the evaluation unrestricted use of Ouse Acres was seen to have an unacceptable amenity impact on existing residents and due to its restricted width and on street parking. Restricted access for a limited number of traffic movements was taken forward in the modelling. The modelling outputs indicated the distribution of vehicular and public transport trips likely to arise on the local transport network and the anticipated impact at affected junctions. |
| <b>Effective</b>  |   |
| 8) Viability      | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively low/medium and this was taken into account in the modelling of composite access approaches.                                   |
| 9) Deliverability | This is an existing access road and deliverability is therefore not a problem.  |
| 10) Flexibility   | Use of this existing access should allow flexibility in terms of site phasing and implementation.   |
| <b>Evaluation</b> | Having regard to all the above criteria, this access option is recommended to be taken forward with restricted access in the ongoing transport work for the area.   |

## Criterion based Evaluation

### Option T12: Along Railway Line (Restricted at York Central End) Vehicular Access

| Criteria   | Assessment   |
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| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option will overcome physical barriers and provide an direct link between the two development sites, resulting in their integration into the wider highway network and city, though this is dependent on the detailed manner of implementing the option, and the degree to which private car usage, which may exacerbate existing levels of vehicular congestion and act as a barrier to integration, is restricted. The option may result in existing pedestrian and cycle routes becoming less well integrated in the city. The degree to which the option facilitates private car use is also a critical sustainability consideration, with provision of reliable public transport as an alternative being critical in this respect.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services, though provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p> |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>The redirection of traffic away from the existing network could lead to air pollution benefits and congestion benefits on existing roads thereby meeting the aims of the 'Sustainable City'. Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport.</p>   |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people and freight movement, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements.</p>   |

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|                             | Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.   |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised during the workshops</p> <ul style="list-style-type: none"> <li>▪ Cost</li> <li>▪ Feasibility</li> <li>▪ Impact on public transport</li> <li>▪ Impact on cyclists/pedestrians</li> <li>▪ Benefits if used for public transport</li> </ul> <p>Interrelationships suggested: T10/T6/T1/T7</p> <p>Other points raised</p> <ul style="list-style-type: none"> <li>▪ Potential impact on rail/freight</li> <li>▪ Should be pedestrian/cycle only</li> </ul> <p>Workshop feedback: over 50% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site, including cycling.</li> <li>• Vehicular access points will be beneficial for any businesses on the British Sugar site in terms of accessing the area.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> <li>• Would help to connect the two sites together to improve integration</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Adverse impacts for air quality and greenhouse gas emissions given that this option promotes transport access and vehicle use.</li> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• This route may be used as a cut through to access other areas within York if the other through routes of option 9 and 10 are implemented. This would have adverse impacts relating to noise, congestion and air quality.</li> </ul> <p>Key Opportunities and Enhancements</p> |

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|                       | <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> <li>• To promote cycling along same route with designated cycle lanes to encourage sustainable access alongside vehicles.</li> </ul>  |
| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.  |
| 7) Evidenced approach | <p>Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.</p> <p>The railway link (along the railway line) access option was seen to offer advantages in terms of facilitating movement out of the city without impacting on residential areas in the evaluation and was taken forward into the modelling phase of work. The modelling outputs indicated the distribution of vehicular and public transport trips likely to arise on the local transport network and the anticipated impact at affected junctions. Impact on the amenity of adjoining residents, rail operational use, acquisition of 3<sup>rd</sup> party land, retention of land for rail related uses limiting the availability of width of access are all issues highlighted in the evaluation of this option.</p> |
| <b>Effective</b>      |  |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively high and this was taken into account in the modelling of composite access approaches.  |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package. Further investigation and technical work will be needed to inform deliverability.  |
| 10) Flexibility       | A flexible policy approach will be taken to the precise alignment of this route into the site. The policy approach should also allow flexibility in terms of site phasing and implementation of this option.   |
| <b>Evaluation</b>     | Having regard to all the above criteria, this access option should be explored further as part of the ongoing transport work for the area.   |



**Criterion based Evaluation**  
**Option T13: Allotments (Minor Restricted) Vehicular Access**

| Criteria   | Assessment   |
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| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option will provide integration into the wider highway network and city. The option may result in detrimental sustainability impacts through the loss of open space and reduction in the quality of this space. The degree to which the private car may exacerbate existing levels of congestion and the level of mitigation works required will be a critical issue.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services and provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p> |
| 2) Consistency with community strategy/ core strategy and other key strategies | <p>Vehicular access will be necessary to the future development of the area, which contributes to the 'Thriving City' aspirations. The loss of allotments would reduce the size of this open space and recreational facility and thereby not contribute to sustainable city objectives.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport.</p>  |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people and freight movement, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p>  |
| <b>Justified</b>   |  |
| 4) Consultation response   | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>▪ Congestion</li> </ul>   |

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|                             | <ul style="list-style-type: none"> <li>▪ Environmental impact</li> <li>▪ Amenity impact</li> </ul> <p>Other points</p> <ul style="list-style-type: none"> <li>▪ Loss of allotments</li> <li>▪ Allotments should be retained</li> </ul> <p>Workshop feedback: 10% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• The restricted and minor status of this vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site through connectivity with existing routes.</li> <li>• The restricted access and minor access status of this option would be beneficial in limiting vehicle use and therefore congestion.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities.</li> <li>• Limited impacts on the city's historical assets.</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> <li>• This option would develop part of the allotments which is designated as open space. This would be a difficult open space to replace within close proximity to the existing site and conflicts with objective EN3.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Through design any potential noise impact could be mitigated and uses sensitive to road traffic placed in a different part of the site.</li> <li>• Restricting this access point for public transport use to help meet social objectives regarding public transport access and effective transport network and avoid conflict with S6 regarding reducing the use of the car.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul> |

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| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.   |
| 7) Evidenced approach | Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.<br>The access option using existing allotment land was seen to have a negative effect on the adjoining allotments and require loss of allotment land. For these reasons it was not taken forward in the modelling of access options. |
| <b>Effective</b>      |   |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be mid range and this was taken into account in the modelling of composite access approaches.   |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package. The requirement to re-provide allotments elsewhere may make this option less deliverable than alternatives.   |
| 10) Flexibility       | Flexibility is inhibited by existing land uses.   |
| <b>Evaluation</b>     | Having regard to all the above criteria, this access option is not recommended to be taken forward in the ongoing transport work for the area.  |

**Criterion based Evaluation**  
**Option T14: Marble Arch (Restricted) Vehicular Access**

| Criteria  | Assessment   |
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| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will provide integration into the wider highway network and city, though this is dependent on the detailed manner of implementing the option, and the degree to which private car usage, which may exacerbate existing levels of vehicular congestion and act as a barrier to integration, is restricted. In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option may improve quality of life as part of a wider suite of transport options through providing ready access to jobs and services, though provision of reliable, effective public transport. Reducing high levels of car usage which may prejudice quality of life due to their amenity impacts will be important. Restricted access to the sites may result in a more innovative approach to the developments design and layout, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p> |
| 2) Consistency with community strategy/Core Strategy and other key strategies | <p>Overall, additional traffic generated by the development of the area is likely to have an adverse effect on the 'Sustainable City' objective. However, vehicular access will be necessary to the future development of the area which contributes to the 'Thriving City' aspirations. The possibility of public transport/cycling and walking via this access would however contribute to more sustainable travel means to the area.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport.</p>  |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people and freight movement, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p>  |
| <b>Justified</b>  |  |
| 4) Consultation response  | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Congestion</li> <li>• Environmental impact</li> </ul>   |

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|                             | <ul style="list-style-type: none"> <li>• Benefits if used for public transport</li> </ul> <p>Interrelationships with T2/T3T1<br/>Workshop feedback: over 20% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Vehicular access to the site will be positive for allowing effective public transport on site (bus routes) and encouraging people to use sustainable transport to access the site.</li> <li>• Vehicular access points will be beneficial for businesses in York Central.</li> <li>• Increased access to and from the site will make it easier for the population living within the site to access services, facilities and leisure activities and integrate the site to the city centre.</li> <li>• This option would increase connectivity of York Central to the city centre area.</li> <li>• Would help to connect the planned public transport interchange with the access into the York Central site</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Potentially could have adverse impacts on the inner ring road network in terms of congestion</li> <li>• Adverse impacts for air quality, particularly as it is in close proximity to the AQMA, and greenhouse gas emissions given that this option promotes transport access and vehicle use</li> <li>• Potential adverse impacts on the listed buildings and SAMs nearby such as the Railway Station and City walls.</li> <li>• Potential long-term adverse impacts for flooding through increased road surface on site and use of vehicles on site</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Use of materials will be crucial to mitigate potential additional flood risk and surface run-off from increased road surface / impermeable surfaces.</li> <li>• Sensitive design and mitigation would be required to limit adverse impacts to adjacent listed buildings and SAMs.</li> <li>• Through design potential impacts noise impact could be mitigated.</li> <li>• Restrict the access point for public transport use to help meet social objectives regarding public transport access and effective transport network.</li> <li>• The outcome for many of the environmental objectives will depend upon implementation of the option.</li> </ul> |

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| 6) Community benefits | As part of a composite access solution for York Northwest the individual access points will be identified through evidenced based transport modelling. These access points will maximise community benefits and minimise amenity impacts taking a strategic transport approach to accessibility which maximises sustainable travel modes and ensures the potential of the area for development is achieved.  |
| 7) Evidenced approach | Transport modelling work carried out by Halcrow (2009) evaluated and combined access options for York Northwest. Evaluation was criteria based and related to engineering feasibility, cost, land requirements and network operational issues.<br>In the evaluation the unrestricted access via Marble Arch was seen to lead to the routing of car trips through the city centre, increasing congestion and worsening air quality. For these reasons it was not taken forward into the modelling phase of work as a vehicular access point, but for public transport only. |
| <b>Effective</b>      |  |
| 8) Viability          | Individual access option each have specific implementation costs. However these costs must be viewed in the context of an overall access package, so for example, a very high cost access may facilitate the use of an additional low cost access option. In the case of this particular option, the costs are estimated to be relatively low and this was taken into account in the modelling of composite access approaches.   |
| 9) Deliverability     | The transport modelling outlined the deliverability and high level engineering feasibility of individual access points. This modelling as with viability assessment must be viewed in the context of an overall access package.  |
| 10) Flexibility       | Any policy approach taken to implementing this option should allow flexibility in terms of site phasing and implementation.  |
| <b>Evaluation</b>     | Having regard to all the above criteria, this access option is recommended to be taken forward as a public transport only access in the ongoing transport work for the area.   |

**Criterion based Evaluation**  
**Option T15: Tram Train Using York-Harrogate-Leeds Line**

| Criteria | Assessment |
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| <b>Consistent</b>  |  |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option would maximise use of sustainable modes of transport, thereby reducing private car usage, which acts as a barrier to effective integration in the city, and leads to increased resource consumption. The development would allow a frequent service, integrating York to a greater degree on a regional basis. The facility would have to be developed so that it does not act as a physical barrier to integration itself.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life, making jobs and services more accessible to more members of the regions communities. The development would be innovative, pursuing cutting edge technologies and offering a unique contemporary solution to the regions transport issues.</p>  |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>This option could complement existing public transport provision in the city and be a highly sustainable form of transport linking the northern part of the area with the city centre. As such it would meet the objectives of a 'Sustainable City' and 'Thriving City' by contributing to an integrated transport network. The development of the Tram Train is included in the key actions for transport planning in the Core Strategy Preferred Options document and is taken forward in the preferred approach in Draft Policy CS12.</p> <p>LTP2 outlines the intention for the tram train (as an alternative technology to existing heavy train use of lines) to be in a longer term transport vision for the city with funding work to be undertaken once the findings of current feasibility work has been finalised.</p>  |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for both people and moving freight, as well as establishing priority to people over ease of traffic movement. The document also establishes the need to protect sites and routes which could be critical in developing infrastructure to widen transport choices.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p> |
| <b>Justified</b>   |  |
| 4) Consultation response   | <p>Points raised during workshop</p> <ul style="list-style-type: none"> <li>• High level of support</li> </ul>   |



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|                             | <ul style="list-style-type: none"> <li>• Issues of time delivery</li> <li>• Clarification on funding of the scheme and technical detail</li> <li>• A safeguarded route should be secured through the AAP</li> </ul> <p>Workshop feedback: over 70% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• The line would make use of the existing infrastructure and therefore meet objective EN1 regarding use of brownfield land and minimise the amount of additional land taken up for infrastructure on site.</li> <li>• This line would connect the York Northwest sites to the city centre and wider region as well as the proposed park and ride on the A59 enabling residents and visitors to use a sustainable transport mode to access the city.</li> <li>• By encouraging people to use the tram train it will help to reduce the use of the car and lead to a reduction in car borne greenhouse gas emissions, improve air quality and lead to a reduction in fuel consumption.</li> <li>• The tram-train would connect to the proposed transport interchanges on York Northwest which will help with connectivity between sustainable modes of transport and access across the city.</li> <li>• This option would enable social inclusion through increasing access to transport</li> <li>• Increased access across York Northwest would be beneficial for businesses particularly for investors in the new site, where connectivity across York and the wider region is important.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• The success of this option will depend upon the location of the tram train stops and how these link with the other infrastructure to be located on site.</li> <li>• This option may be in the longer term given its part of a wider scheme and therefore there will need to be adequate alternatives to the tram-train should development precede the route.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• To link the tram-train halts with other sustainable transport modes such as Bus routes / stops for interconnectivity between public transport modes.</li> </ul> |
| 6) Community benefits       | <p>Stops to serve the development and thereby increase accessibility to jobs and services could arise from this option. Should the tram train be taken forward contributions towards its implementation would be sought from the development.</p>  |
| 7) Evidenced approach       | <p>A Tram train Feasibility Study was produced by Arup and Partners in 2008. This study recommended that linkages between Leeds City centre, Harrogate and York with stops at the British Sugar, York</p>  |

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|                   | Central site together with Askham Bar and Copmanthorpe form phase 1 of a proposed service. The study also recommended a series of further technical studies be undertaken to examine demand, further financial viability and operational issues specific to the Leeds, Harrogate, York proposal.   |
| <b>Effective</b>  |  |
| 8) Viability      | Implementation of the Tram train will have viability implications for York Northwest in terms of both financial contribution to infrastructure costs and opportunity costs associated with loss of developable land. More detailed understanding of costs associated with implementation will emerge from the national trial in 2010.  |
| 9) Deliverability | A national trial of tram train is due to start in 2010. This trial will examine deliverability, including technical feasibility, environmental benefits, operating costs and passenger perceptions. The study is taking place in south Yorkshire and it is anticipated that outcomes will be available in 2012/13.   |
| 10) Flexibility   | The AAP phasing could outline the need for land to be set aside for necessary infrastructure and interim uses considered in the short to medium term. Accommodating public transport demand in the short term whilst maintaining flexibility for delivery of the tram train would have financial implications which could be covered in financial agreements.  |
| <b>Evaluation</b> | The option received high public support and could provide high frequency and high speed sustainable link with both the city centre and other regional centres and accord with policy and sustainability criteria. However, this is at feasibility stage currently and whilst the AAP should allow for its implementation should it be taken forward given the timescales and uncertainties associated with implementation, which are not currently known, reliance can not be placed on this option to serve this development. The phasing of the transport strategy should allow the development to be serviced sustainably both with and without the tram train. |

**Criterion based Evaluation**

**Option T16: New Interchange East of Station (Requiring Closure of Queen Street)**

| Criteria | Assessment |
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| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option would maximise use of sustainable modes of transport, thereby reducing private car usage, which acts as a barrier to effective integration in the city, and reducing resource consumption. Siting a transport interchange in close proximity to York Northwest would bring greater numbers of people toward the site and may result in its use being more integrated with that of the city centre. The interchange would have to be developed so that it does not act as a physical barrier to integration itself.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life, making jobs and services more accessible to all members of the community. The scale and nature of the facility may allow for an innovative and high quality design to be pursued.</p>   |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option could contribute to an integrated transport network within the city which would meet the 'Sustainable City' and 'Thriving City' objectives.</p> <p>The Core Strategy Preferred Options document draft policy CS12 refers to the delivery of transport schemes and programmes including Access York phase 2 and improving the interchange facilities at the railway station. It also identifies the need to improve transport connections in a way that promotes accessibility and enables people to live more sustainably.</p> <p>In LTP2 Access York seeks to address travel to work and other travel patterns generated by development within the city in the most sustainable way. It includes a transport interchange facility at York Station as an opportunity to link Park and Ride services in the city with the station.</p>   |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 establishes priority to people over ease of traffic movement. The document also establishes the need to protect sites and routes which could be critical in developing infrastructure to widen transport choices, and establishes that quick, easy and safe interchanges are essential to integration between different modes of transport, requiring that interchange points are well related to travel generating uses and their design layout and access are safe and convenient to maximise walking and cycling catchment populations</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p> |
| <b>Justified</b>  |  |
| 4) Consultation response  | Points raised during workshops   |

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|                             | <ul style="list-style-type: none"> <li>• Limited in terms of physical availability of land</li> <li>• Closure of Queen Street</li> <li>• Should be intermodal</li> <li>• Strong opposition to this option</li> <li>• Potentially impact on the city walls</li> </ul> <p>Workshop feedback: under 20% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This interchange would help to connect the railway and bus routes for increased connectivity between transport modes across York and the wider region.</li> <li>• Increased access to transport using the interchange will promote a reduction in the use of the car and have positive benefits for air quality, greenhouse gas emissions and equity of access. This would help to meet the</li> <li>• An increasingly connected transport system would help create conditions for business success and would increase the attractiveness of York for investment.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• This option would have potential adverse impacts on historical assets in York such as the railway station and city walls which are listed buildings and scheduled ancient monuments.</li> <li>• This option requires the closure of Queen street which would have detrimental effects on the surrounding transport network in terms of capacity and congestion.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• This option would need to make sure that the interchange would not have adverse impacts on air quality given its proximity to the AQMA.</li> <li>• This option would also need to design out any noise related implications from standing vehicles at the interchange point for any residential uses located nearby.</li> <li>• This option would require enhancements to the inner ring road to take into consideration the additional traffic through the closure of Queen Street.</li> </ul> |
| 6) Community benefits       | <p>Providing a single interchange facility between city bus services and the main railway station would improve connectivity and accessibility as well as providing a more convenient and attractive public transport service. However, providing an interchange on the edge of the city centre may reduce accessibility for some and more than one interchange locality may increase accessibility to a wider number of transport users.</p>   |
| 7) Evidenced approach       | <p>In April 2008 Halcrow undertook a study of public transport provision in relation to a new interchange on behalf of Yorkshire Forward. The high level study reviewed the current public transport accessibility in the vicinity of the station, aspirations by CYC and estimated services to be included in the Interchange. It</p>  |

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|                   | <p>assessed 4 possible options for the location of an interchange which broadly followed the locations set out in the Issues and Options. Each option was evaluated on a range of criteria including cost but did not take account of any ownership issues. This option did not perform favourably due to the limited space available on the east side of the station. The preferred location was given as a split east/west either side of the station.</p> <p>Further feasibility work on the interchange is currently being undertaken as part of the City Centre Accessibility Master Plan.</p>   |
| <b>Effective</b>  |   |
| 8) Viability      | <p>The Halcrow study formed part of background work to a feasibility assessment undertaken by the York Central Partners. A broad estimate of the size and costs arising from each option was outlined. Whilst less certainty is attributed to the costs associated with this option it was estimated that (taking the least conservative view on costs) it would be the second least expensive option. Clearly the costs associated with provision of a city wide interchange would not be borne solely by the York Northwest development and the delivery of any option relating to this would be reliant on detailed proposals being in place, fully supported by a public/private funding package.</p> |
| 9) Deliverability | <p>The Halcrow Study identifies key issues related to network configuration, infrastructure routing and operational capacity of available land which limits the deliverability of this option.</p>  |
| 10) Flexibility   | <p>The further work being undertaken on the City Centre Accessibility Master Plan should give guidance on the phasing and implementation. The provision of an interchange will increase flexibility in terms of multi modal travel.</p>   |
| <b>Evaluation</b> | <p>Whilst provision of a transport interchange is supported in policy and sustainability terms subject to further evidence base work, this option has been shown to be technically difficult to deliver given site constraints and funding availability and received limited support in consultation feedback.</p>  |

### Criterion based Evaluation

#### Option T17: New Interchange Queen Street Bridge

| Criteria | Assessment |
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| <b>Consistent</b>   |  |
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| 1) Contribution to overall vision and strategic development objectives        | <p>The option would maximise use of sustainable modes of transport, thereby reducing private car usage, which acts as a barrier to effective integration in the city, and reducing resource consumption. Siting a transport interchange in close proximity to York Northwest would bring greater numbers of people toward the site and may result in its use being more integrated with that of the city centre. The interchange would have to be developed so that it does not act as a physical barrier to integration itself.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life, making jobs and services more accessible to all members of the community. The scale and nature of the facility may allow for an innovative and high quality design to be pursued.</p>   |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option could contribute to an integrated transport network within the city which would meet the 'Sustainable City' and 'Thriving City' objectives.</p> <p>The Core Strategy Preferred Options document draft policy CS12 refers to the delivery of transport schemes and programmes including Access York phase 2 and improving the interchange facilities at the railway station. It also identifies the need to improve transport connections in a way that promotes accessibility and enables people to live more sustainably.</p> <p>In LTP2 Access York seeks to address travel to work and other travel patterns generated by development within the city in the most sustainable way. It includes a transport interchange facility at York Station as an opportunity to link Park and Ride services in the city with the station.</p>   |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 establishes priority to people over ease of traffic movement. The document also establishes the need to protect sites and routes which could be critical in developing infrastructure to widen transport choices, and establishes that quick, easy and safe interchanges are essential to integration between different modes of transport, requiring that interchange points are well related to travel generating uses and their design layout and access are safe and convenient to maximise walking and cycling catchment populations</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p> |

| <b>Justified</b>            |   |
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| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Closure of Queen Street</li> <li>• Grading issues</li> <li>• Should be intermodal</li> <li>• Technically problematic</li> </ul> <p>Workshop feedback: approximately 30% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This interchange would help to connect the railway and bus routes for increased connectivity between transport modes across York and the wider region.</li> <li>• Increased access to transport using the interchange will promote a reduction in the use of the car and have positive benefits for air quality, greenhouse gas emissions and equity of access. This would also help to reduce the ecological footprint for York.</li> <li>• An increasingly connected transport system would help create conditions for business success and would increase the attractiveness of York for investment.</li> <li>• The closure of Queen St to through traffic may help to improve air quality in this area, which would be positive given its proximity to the AQMA.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• This option could have potential adverse impacts on historical assets within close proximity such as the railway station and city walls which are listed buildings and scheduled ancient monuments.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• This option would also need to design out any noise related implications from standing vehicles at the interchange point for any residential uses located nearby.</li> </ul> |
| 6) Community benefits       | <p>Providing a single interchange facility between city bus services and the main railway station would improve connectivity and accessibility for all users as well as providing a more convenient and attractive public transport service. However the impact of an interchange on the adjoining Railway Institute buildings would need to be carefully considered.</p>   |
| 7) Evidenced approach       | <p>In April 2008 Halcrow undertook a study of public transport provision in relation to a new interchange on behalf of Yorkshire Forward. The high level study reviewed the current public transport accessibility in the vicinity of the station, aspirations by CYC and estimated services to be included in the Interchange. It assessed 4 possible options for the location of an interchange which broadly followed the locations set out in the Issues and Options. Each option was evaluated on a range of criteria including cost but did not take account of any ownership issues. This option performed poorly due to the requirement to</p>  |

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|                   | demolish Queen Street bridge (which is estimated to have high removal costs) or route services through Holgate Road.<br>Further feasibility work on the interchange is currently being undertaken as part of the City Centre Accessibility Master Plan.   |
| <b>Effective</b>  |   |
| 8) Viability      | The Halcrow study formed part of background work to a feasibility assessment undertaken by the York Central Partners. A broad estimate of the size and costs arising from each option was outlined. Whilst less certainty is attributed to the costs associated with this option it was estimated that (taking the least conservative view on costs) it would be the second most expensive option. Clearly the costs associated with provision of a city wide interchange would not be borne solely by the York Northwest development and the delivery of any option relating to this would be reliant on detailed proposals being in place, fully supported by a public/private funding package. |
| 9) Deliverability | The Halcrow Study identifies key issues related to network configuration, infrastructure routing and operational capacity of available land which limits the deliverability of this option.   |
| 10) Flexibility   | The further work being undertaken on the City Centre Accessibility Master Plan should give guidance on the phasing and implementation. The provision of an interchange will increase flexibility in terms of multi modal travel.  |
| <b>Evaluation</b> | Whilst provision of a transport interchange is supported in policy and sustainability terms subject to further evidence base work, this option has been shown to be potentially expensive to deliver given existing constraints and received limited support in consultation.   |

### Criterion based Evaluation

#### Option T18: New Interchange Marble Arch/ West of Station



| Criteria  | Assessment   |
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| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option would maximise use of sustainable modes of transport, thereby reducing private car usage, which acts as a barrier to effective integration in the city, and reducing resource consumption. Siting a transport interchange in close proximity to York Northwest would bring greater numbers of people toward the site and may result in its use being more integrated with that of the city centre. The interchange would have to be developed so that it does not act as a physical barrier to integration itself.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life, making jobs and services more accessible to all members of the community. The scale and nature of the facility may allow for an innovative and high quality design to be pursued.</p>   |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option could contribute to an integrated transport network within the city which would meet the 'Sustainable City' and 'Thriving City' objectives.</p> <p>The Core Strategy Preferred Options document draft policy CS12 refers to the delivery of transport schemes and programmes including Access York phase 2 and improving the interchange facilities at the railway station. It also identifies the need to improve transport connections in a way that promotes accessibility and enables people to live more sustainably.</p> <p>In LTP2 Access York seeks to address travel to work and other travel patterns generated by development within the city in the most sustainable way. It includes a transport interchange facility at York Station as an opportunity to link Park and Ride services in the city with the station.</p>   |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 establishes priority to people over ease of traffic movement. The document also establishes the need to protect sites and routes which could be critical in developing infrastructure to widen transport choices, and establishes that quick, easy and safe interchanges are essential to integration between different modes of transport, requiring that interchange points are well related to travel generating uses and their design layout and access are safe and convenient to maximise walking and cycling catchment populations</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.</p> |

| <b>Justified</b>            |  |
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| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Limited in terms of physical availability of land</li> <li>• Integration of tram train</li> <li>• Support utilising of the Royal Mail sorting office site</li> <li>• Should be intermodal</li> <li>• Technically problematic</li> <li>• Too distant from the City</li> </ul> <p>Workshop feedback: over 20% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This interchange would help to connect the railway and bus routes for increased connectivity between transport modes across York and the wider region.</li> <li>• Increased access to transport using the interchange will promote a reduction in the use of the car and have positive benefits for air quality, greenhouse gas emissions and equity of access. This would also help to reduce the ecological footprint for York.</li> <li>• An increasingly connected transport system would help create conditions for business success and would increase the attractiveness of York for investment.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• This option could have potential adverse impacts on historical assets within close proximity such as the railway station and city walls which are listed buildings and scheduled ancient monuments.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• This option would also need to design out any noise related implications from standing vehicles at the interchange point for any residential uses located nearby.</li> <li>• This option would need to consider the likely impacts on air quality from additional vehicles given its proximity to the AQMA.</li> </ul> |
| 6) Community benefits       | <p>Providing a single interchange facility between city bus services and the main railway station would improve connectivity and accessibility for all users as well as providing a more convenient and attractive public transport service.</p>   |
| 7) Evidenced approach       | <p>In 2006 a study carried out by Faber Maunsell was reported to the Executive. This study included appraisal of options for the location of a transport interchange. Four options were considered and including a subterranean interchange at Marble Arch. This had a number of advantages due to location and connectivity with the city centre. However, due to cost and disruption of building beneath the main railway line and operational issues which would arise from during its construction, together with impact</p>   |

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|                   | <p>on Station Hotel gardens and car park it was not recommended to be taken forward for further consideration.</p> <p>In April 2008 Halcrow undertook a study of public transport provision in relation to a new interchange on behalf of Yorkshire Forward. The high level study reviewed the current public transport accessibility in the vicinity of the station, aspirations by CYC and estimated services to be included in the Interchange. It assessed 4 possible options for the location of an interchange which broadly followed the locations set out in the Issues and Options, but did not include Marble Arch.</p> <p>Further feasibility work on the interchange is currently being undertaken as part of the City Centre Accessibility Master Plan.</p> |
| <b>Effective</b>  |  |
| 8) Viability      | <p>A broad estimate of the costs arising from this option was outlined in the Faber Maunsell report. it was estimated that this would be the most expensive option compared with the other options tested. In comparison with the costings undertaken by Halcrow subsequently for the alternative options this would still be the most expensive location for the interchange. Clearly the costs associated with provision of a city wide interchange would not be borne solely by the York Northwest development and the delivery of any option relating to this would be reliant on detailed proposals being in place, fully supported by a public/private funding package.</p>  |
| 9) Deliverability | <p>Faber Maunsell identified key issues related to operational issues, disruption during construction and difficulties in maintaining the service, cost and impact on adjoining land uses which limit the deliverability of this option.</p>   |
| 10) Flexibility   | <p>The provision of an interchange would increase flexibility in terms of multi modal travel.</p>  |
| <b>Evaluation</b> | <p>Whilst provision of a transport interchange is supported in policy and sustainability terms subject to further evidence base work, this option has been shown to be technically difficult to deliver given a number of constraints and received limited support in consultation.</p>  |

## Criterion based Evaluation

### Option T19: New Interchange Split East/ West of Station

| Criteria   | Assessment  |
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| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option would maximise use of sustainable modes of transport, thereby reducing private car usage, which acts as a barrier to effective integration in the city, and reducing resource consumption. Siting a transport interchange in close proximity to York Northwest would bring greater numbers of people toward the site and may result in its use being more integrated with that of the city centre. The interchange would have to be developed so that it does not act as a physical barrier to integration itself.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life, making jobs and services more accessible to all members of the community. The scale and nature of the facility may allow for an innovative and high quality design to be pursued.</p>  |
| 2) Consistency with community strategy/ core strategy and other key strategies | <p>This option could contribute to an integrated transport network within the city which would meet the 'Sustainable City' and 'Thriving City' objectives.</p> <p>The Core Strategy Preferred Options document draft policy CS12 refers to the delivery of transport schemes and programmes including Access York phase 2 and improving the interchange facilities at the railway station. It also identifies the need to improve transport connections in a way that promotes accessibility and enables people to live more sustainably.</p> <p>In LTP2 Access York seeks to address travel to work and other travel patterns generated by development within the city in the most sustainable way. It includes a transport interchange facility at York Station as an opportunity to link Park and Ride services in the city with the station.</p>  |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 establishes priority to people over ease of traffic movement. The document also establishes the need to protect sites and routes which could be critical in developing infrastructure to widen transport choices, and establishes that quick, easy and safe interchanges are essential to integration between different modes of transport, requiring that interchange points are well related to travel generating uses and their design layout and access are safe and convenient to maximise walking and cycling catchment populations</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements.</p> |

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|                             | Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.   |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Integration of tram train</li> <li>• Implications of dispersing facilities and allowing access through the station</li> <li>• Should be intermodal</li> </ul> <p>Workshop feedback: under 20% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This interchange would help to connect the railway and bus routes for increased connectivity between transport modes across York and the wider region.</li> <li>• Increased access to transport using the interchange will promote a reduction in the use of the car and have positive benefits for air quality, greenhouse gas emissions and equity of access. This would also help to reduce the ecological footprint for York.</li> <li>• An increasingly connected transport system would help create conditions for business success and would increase the attractiveness of York for investment.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• This option would have potential adverse impacts on the railway station, particularly if a link is to be made via the railway station site. This option may have a lesser impact on the city walls which are SAMs</li> <li>• The split nature of this option may create issues for some people in terms of mobility and distance to travel between connecting services. This may deter some people from using public transport.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• This option would also need to design out any noise related implications from standing vehicles at the interchange point for any residential uses located nearby.</li> <li>• This option would need to consider the likely impacts on air quality from additional vehicles given its proximity to the AQMA.</li> </ul> |
| 6) Community benefits       | Providing a single interchange facility between city bus services and the main railway station would improve connectivity and accessibility for all users as well as providing a more convenient and attractive public transport service.  |
| 7) Evidenced approach       | In April 2008 Halcrow undertook a study of public transport provision in relation to a new interchange   |

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|                   | <p>on behalf of Yorkshire Forward. The high level study reviewed the current public transport accessibility in the vicinity of the station, aspirations by CYC and estimated services to be included in the Interchange. It assessed 4 possible options for the location of an interchange which broadly followed the locations set out in the Issues and Options. Each option was evaluated on a range of criteria including cost but did not take account of any ownership issues. This option performed relatively well due to the western side of the station being unconstrained in size and the eastern side providing better linkages with city centre. The east/west split was also assessed as the most cost effective option. Further feasibility work on the interchange is currently being undertaken as part of the City Centre Accessibility Master Plan.</p> |
| <b>Effective</b>  |   |
| 8) Viability      | <p>The Halcrow study formed part of background work to a feasibility assessment undertaken by the York Central Partners. A broad estimate of the size and costs arising from each option was outlined. It was estimated that this would be the least expensive option. Clearly the costs associated with provision of a city wide interchange would not be borne solely by the York Northwest development and the delivery of any option relating to this would be reliant on detailed proposals being in place, fully supported by a public/private funding package.</p>   |
| 9) Deliverability | <p>The Halcrow Study identifies fewer issues relating to the deliverability of this option, although access over/through the station area would need to be achieved.</p>  |
| 10) Flexibility   | <p>The further work being undertaken on the City Centre Accessibility Master Plan should give guidance on the phasing and implementation. The provision of an interchange will increase flexibility in terms of multi modal travel.</p>   |
| <b>Evaluation</b> | <p>The provision of a transport interchange is supported in policy and sustainability terms, although it received limited support in consultation. Subject to further evidence base work, this option is the preferred approach to take forward subject to detailed proposals being prepared with detailed delivery and funding package being secured.</p>  |

**Criterion based Evaluation**

**Option T20: New Local Interchange within British Sugar Site**

| Criteria  | Assessment   |
|---|--|
| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option would increase use of sustainable modes of transport, thereby reducing private car usage, which acts as a barrier to effective integration in the city, and reducing resource consumption. Siting a transport interchange at British Sugar would not allow for integration with existing central public transport facilities.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life, making jobs and services more accessible to some members of the community. The scale and nature of the facility may allow for an innovative and high quality design to be pursued.</p>   |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This would increase the accessibility of the British Sugar site within the public transport system which would contribute to Strategic Ambitions 3 and 4 and the 'Sustainable City' objective, promoting the concept of a low carbon economy, responsible consumption and the compact city.</p> <p>The Core Strategy Preferred Options document draft policy CS12 refers to the delivery of transport schemes and programmes including Access York phase 2 and improving the interchange facilities at the railway station. It also identifies the need to improve transport connections in a way that promotes accessibility and enables people to live more sustainably.</p> <p>In LTP2 Access York seeks to address travel to work and other travel patterns generated by development within the city in the most sustainable way. It includes a transport interchange facility at York Station as an opportunity to link Park and Ride services in the city with the station.</p>   |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 establishes priority to people over ease of traffic movement. The document also establishes the need to protect sites and routes which could be critical in developing infrastructure to widen transport choices, and establishes that quick, easy and safe interchanges are essential to integration between different modes of transport, requiring that interchange points are well related to travel generating uses and their design layout and access are safe and convenient to maximise walking and cycling catchment populations</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements.</p> <p>Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and</p> |

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|                             | effecting modal shift to transport with lower environmental impacts.   |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Support provision of local interchange at British Sugar</li> <li>• Possibility of linking local interchange with park and ride facility and providing rail halt as opposed to an interchange</li> <li>• Further viability work and cost benefit analysis necessary</li> <li>• Potential to link with tram train halt and local centre</li> </ul> <p>Workshop feedback: 50% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This interchange would help to encourage the residential population living within the new British Sugar site to use bus routes to travel and connect with other transport modes across York and the wider region.</li> <li>• Increased access to transport using the interchange will promote a reduction in the use of the car and have positive benefits for air quality and equity of access.</li> <li>• It is likely that this option will minimise the additional greenhouse gas emissions through reducing the need to use a car on site and lead to a reduction or limited additional impact in the carbon and ecological footprint.</li> <li>• An increasingly connected transport system would help create conditions for business success and would increase the attractiveness of York for investment.</li> <li>• There will be limited impacts on the historical assets in the city.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• The interchange would not be able to link with services which only stop centrally near the city centre and may be a barrier to creating a network of sustainable access across the city.</li> <li>• The location of an interchange onsite would need to take into consideration the surrounding uses, particularly residential areas in terms of noise and air quality.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• This option would also need to design out any noise related implications from standing vehicles at the interchange point for any residential uses located nearby.</li> <li>• This option could link with the proposed tram-train to provide a multi-modal interchange and maximise the potential for encouraging people to you sustainable modes of travel around York.</li> <li>• Given the proximity of existing employment and business uses around British Sugar, it would be beneficial for the interchange site to be located within walking proximity of the employment</li> </ul> |



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|                       | opportunities to maximise the potential of this interchange. This interchange should also be connected with pedestrian routes and cycle paths to encourage sustainable movement around the British Sugar site.  |
| 6) Community benefits | Providing an interchange facility would improve connectivity and accessibility for some public transport users as well as providing a more convenient and attractive public transport service. It would not however provide central interchange facilities within the city or benefit from proximity with York Station train facilities.  |
| 7) Evidenced approach | In April 2008 Halcrow undertook a study of public transport provision in relation to a new interchange on behalf of Yorkshire Forward. The high level study reviewed the current public transport accessibility in the vicinity of the station, aspirations by CYC and estimated services to be included in the Interchange. It assessed 4 possible options for the location of an interchange all of which were focussed around the railway station. Not specific work has been undertaken on an interchange at the former British Sugar site. Further feasibility work on the interchange is currently being undertaken as part of the City Centre Accessibility Master Plan. |
| <b>Effective</b>      |   |
| 8) Viability          | Due to the less constrained nature of the British Sugar site a transport interchange may be less expensive to construct in this location. However, limited patronage is likely to limit the viability of any services.  |
| 9) Deliverability     | Given the limited number of public transport services which could be focused on this location without impinging on travel times this option is unlikely to be delivered by transport operators.   |
| 10) Flexibility       | The provision of an interchange will increase flexibility in terms of public transport use.   |
| <b>Evaluation</b>     | Provision of a transport interchange is supported in policy and sustainability terms in a more central location to take advantage of the number of public transport services. This option is also likely to be unviable and undeliverable. Whilst this option should not be pursued as a city-wide facility, the potential to provide local scale interchange facilities associated with the tram-train (option T15) should not be prejudiced through the development.  |

## Criterion based Evaluation

## Option T21: Pedestrian/ Cycle Access at New Bridge Across River Ouse Near Scarborough Bridge –see Option C5

### Criterion based Evaluation

#### Option T22: Link along railway lines via Water End

| Criteria  | Assessment   |
|---|--|
| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will provide a new link, resulting in improved site integration with the wider city. The promotion of cycling and walking along the route would offer a more direct route through to the city with sustainability benefits; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise these benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services, though provision of reliable, effective linkage which would broaden the communities sustainable transport options. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality due to reduced levels of transport infrastructure.</p>   |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the ‘sustainable city’ theme in the community strategy. By encouraging walking and cycling links to the city centre a integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p>  |

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|                             | <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts</p>  |
| <b>Justified</b>            |   |
| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Important/essential</li> <li>• Problems reconciling with motor traffic</li> </ul> <p>Workshop feedback: over 40% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the York Central site to the British Sugar site and encourage walking/ cycling instead of vehicle use. This will also help to limit vehicle emissions by encouraging people to reduce the use of their car.</li> <li>• There is anticipated to be no impacts on the historic setting and character of the city with this option.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• This would be positive in creating a link between the two communities helping with integration of new residential areas into the city.</li> <li>• This would improve accessibility to and from British Sugar and York Central.</li> <li>• Participation in walking and cycling has associated health benefits.</li> <li>• This link between the sites would use existing land and would not encroach upon the area for development.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• This link is in flood zone 2 from Water end to the British Sugar site. It would be important that any hard surfaces in this area did not increase flood risk in this area through surface runoff.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> <li>• Given that this route would be running alongside the train track / tram route, it will be imperative that there are safety measures in place to keep the footpaths and cycle route distinct and separate to the routes for trains.</li> </ul> |

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| 6) Community benefits | Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents.   |
| 7) Evidenced approach | Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station access.. |
| <b>Effective</b>      |   |
| 8) Viability          | The provision of a pedestrian/cycle route along the railway line has been considered alongside either a public transport route or vehicular access. Further investigation would be needed to consider the route as a pedestrian/cycle only link.  |
| 9) Deliverability     | Implementation of this option would require further investigation and feasibility work.   |
| 10) Flexibility       | The route would link the two sites increasing the flexibility of travel options to future users.  |
| <b>Evaluation</b>     | It is recommended that feasibility work is undertaken to investigate the cost and implications of this option.  |

## Criterion based Evaluation

### Option T23: Pedestrian/ Cycle Access at York Business Park

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will need to overcome the physical barrier of the railway line but would result in the sites wider integration into the city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality due to reduced levels of transport infrastructure.</p>   |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links a integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts</p>  |

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| <b>Justified</b>            |   |
| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Local/limited benefit only</li> <li>• Cost implications</li> <li>• Opportunities to extend links to Poppleton/outer ring road</li> </ul> <p>Workshop feedback: nearly 80% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the British Sugar site to the York Business Park and northern side of York. This could encourage walking/ cycling instead of vehicle use to access the businesses and British Sugar, which will also help to limit vehicle emissions by encouraging people to reduce the use of their car.</li> <li>• There is anticipated to be no impacts on the historic setting and character of the city with this option although this will be determined upon implementation of what type of crossing to YBP is decided upon.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• Participation in walking and cycling has associated health benefits.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• None</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> <li>• The pedestrian and cycle routes could be amalgamated with the vehicle access option to make a combined transport route into YBP and British Sugar.</li> </ul> |
| 6) Community benefits       | <p>Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents. The high cost of implementation may have an impact on the level of alternative community benefits achieved.</p>  |
| 7) Evidenced approach       | <p>This option would link with existing off road/quiet designated routes within York Business Park which connects, across the River Ouse, with route 65. Route 65 provides a off road cycle/pedestrian link into the city centre as part of the national cycle network.</p> <p>Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in</p>  |

|                   |  |
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|                   | the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station access..            |
| <b>Effective</b>  |  |
| 8) Viability      | This route is also included as a vehicular access option and provision of this option has been considered alongside this. Further feasibility work would be required to consider a link for pedestrian/cycle use only.                     |
| 9) Deliverability | Implementation of this option would require further investigation and feasibility work.  |
| 10) Flexibility   | This option would have limited effect on flexibility.  |
| <b>Evaluation</b> | This option would increase integration with the adjoining employment areas and integration opportunities with areas to the east of the railway line. It is recommended that feasibility work is undertaken to explore this option further. |

## Criterion based Evaluation

### Option T24: Pedestrian/ Cycle Access at Holgate Business Park

| Criteria  | Assessment   |
|---|--|
| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will overcome the physical barriers of the railway lines, to provide wider integration to and from the York Central site into the wider city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to the city centre a integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts</p>   |



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| <b>Justified</b>            |   |
| 4) Consultation response    | Workshop feedback: approximately 90% support  |
| 5) Sustainability appraisal | <p><b>Key Positive Effects</b></p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the York Central site to Holgate Business Park and create a quicker route to the railway station /city centre for residents/ workers in Holgate</li> <li>• Given the improved links to the railway station / city centre it is likely to encourage walking/ cycling instead of vehicle use.</li> <li>• This will create better business links with the proposed CBD on York Central and the existing uses on Holgate Business Park.</li> <li>• There is anticipated to be limited impacts on the historic setting and character.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> </ul> <p><b>Key constraints and uncertainties</b></p> <ul style="list-style-type: none"> <li>• None</li> </ul> <p><b>Key Opportunities and Enhancements</b></p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> <li>• Opportunity to link/extend the proposed CBD to link closely with Holgate Business park to more closely link the two areas and integrate the business locations.</li> </ul> |
| 6) Community benefits       | Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents. The high cost of implementation may have an impact on the level of alternative community benefits achieved.   |
| 7) Evidenced approach       | <p>There are a range of existing quiet/off and on road cycle routes within the vicinity of this option which could link with this.</p> <p>Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station access..</p>   |
| <b>Effective</b>            |   |
| 8) Viability                | Whilst this option is unlikely to be viable as a stand alone route for pedestrians/cyclists due to the cost of  |

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|                   | implementation (construction over the railway line) the route is also included as a vehicular access option and provision has been considered alongside this. As such this is likely to be a viable pedestrian/cycle access option (see Option T2).  |
| 9) Deliverability | Due to viability limitations this option is unlikely to be delivered as a stand alone pedestrian/cycle route. Implementation is therefore dependent on the provision of option T2 being pursued.   |
| 10) Flexibility   | This option would have limited effect on flexibility.  |
| <b>Evaluation</b> | This option would provide sustainable integration with the wider city offering good connectivity to existing pedestrian/ cycle networks and received high level of consultation support. However the high infrastructure costs associated with provision mean that the option could only be implemented alongside a vehicular access. Since Option T2 (vehicular access at Holgate Business Park) is also being pursued in ongoing transport work it is recommended that this option is taken forward. |

**Criterion based Evaluation**  
**Option T25: Pedestrian/ Cycle Access Through Railway Station**

| Criteria  | Assessment   |
|---|--|
| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will overcome physical barriers, resulting in the sites integration into the wider city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality due to reduced levels of transport infrastructure.</p>   |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>By encouraging walking and cycling links to the city centre a integrated sustainable transport network is promoted which minimises environmental impacts. Encouraging pedestrian links to the city centre and accessibility with public transport facilities from both the development area and the city would contribute to the Strategic Ambition 4, 'Sustainable City' and 'Thriving City' themes in the community strategy.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement. PPS6 recommends that extended town centres should be integrated with the existing centre both in terms of design and to allow easy access on foot</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities of reducing travel</p>  |

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|                             | demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts. Policy E2 promotes environmental enhancements and accessibility improvements to create a distinct attractive and vibrant sense of place for city centres  |
| <b>Justified</b>            |   |
| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Important/essential</li> <li>• Encourage use of sustainable transport</li> <li>• Security issues</li> <li>• Would require sensitive design approach</li> </ul> <p>Workshop feedback: approximately 90% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the York Central site to the city centre and proposed transport interchanges</li> <li>• Given the improved links to the railway station / city centre it is likely to encourage walking/ cycling instead of vehicle use.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• Would reuse an existing tunnel which would save the take up of land in this location.</li> <li>• Participation in walking and cycling has associated health benefits.</li> <li>• Would be useful for employees and commuters to the new CBD / City Centre</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• There is anticipated to be potentially adverse impacts on the railway station which is a listed building.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> </ul> |
| 6) Community benefits       | Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents. The high cost of implementation may have an impact on the level of alternative community benefits achieved.   |
| 7) Evidenced approach       | In the vicinity of the station area there are a number of on and off road cycle routes, linked to the pedestrianised city centre as part of the existing pedestrian/cycle network.<br>Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Improved  |

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|                   | cycle facilities in the vicinity of the station are being taken forward as part of the Cycling City scheme.  |
| <b>Effective</b>  |  |
| 8) Viability      | Whilst the provision of a pedestrian/cycle route through the station may utilise existing infrastructure, should significant additional infrastructure be required across several high frequency railway lines the costs could be significant.   |
| 9) Deliverability | Network Rail and the station franchise holders have been unwilling to allow unrestricted access through York railway station due to security issues. This has been a key barrier to deliverability of this option.   |
| 10) Flexibility   | The route would increase flexibility in designing the new adjoining development.   |
| <b>Evaluation</b> | Having regard to all the above issues, whilst improved integration with the new urban quarter in the vicinity of the station will be required, there have been conflicts with rail station operational issues which mean this option will require further discussion and investigation to fully understand the implications and constraints. |

## Criterion based Evaluation

### Option T26: Pedestrian/ Cycle Access at Cinder Lane/ Wilton Rise

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will improve access over a major physical barrier, resulting in the sites integration into the wider city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality due to reduced levels of transport infrastructure.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to the city centre a integrated sustainable transport network is promoted which minimises environmental impacts. The current route is not accessible to all and a new link could contribute to Strategic Ambitions 3, 4 and 'Inclusive City' theme in the Community Strategy by removing a barrier to access.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities of</p>   |

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|                             | reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts  |
| <b>Justified</b>            |   |
| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Local/limited benefit only</li> <li>• Require environmental improvements</li> </ul> <p>Workshop feedback: nearly 80% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the York Central site to the Holgate area</li> <li>• Given the improved links to the railway station / city centre it is likely to encourage walking/ cycling instead of vehicle use.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• Would use an existing bridge which would save the take up of land in this location.</li> <li>• Participation in walking and cycling has associated health benefits.</li> <li>• Given that it is an existing bridge, there is anticipated to be no potentially adverse impacts on nearby listed buildings and SAMs should there be a replacement. This will depend upon implementation however, and the design of the bridge.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• None.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> </ul> |
| 6) Community benefits       | <p>Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents. The proposed route offers strategic linkages between existing residential areas/ Holgate Business Park and the city centre. The high cost of implementation may have an impact on the level of alternative community benefits achieved.</p>  |
| 7) Evidenced approach       | <p>Whilst there is an existing pedestrian access in this location it is of poor quality and is not fully accessible for all users. The option has direct linkages with existing designated cycle routes.</p> <p>Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010.</p>   |

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|                   | Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station access..   |
| <b>Effective</b>  |   |
| 8) Viability      | The provision of a new pedestrian/cycle route over the railway line is likely to involve significant costs (construction over a railway line) and would require careful evaluation as part of the viability appraisal.  |
| 9) Deliverability | Deliverability is dependent on feasibility/costing work. Due to the constrained location of this access there may be design difficulties in taking this option forward from the southern approach.  |
| 10) Flexibility   | The route would increase flexibility in designing the new adjoining development.  |
| <b>Evaluation</b> | This option would provide sustainable integration with the wider city offering improved connectivity to existing pedestrian/ cycle networks and received high levels of support in consultation. It is recommended that this option is taken forward for further viability and deliverability assessment. |



## Criterion based Evaluation

### Option T27: Pedestrian/ Cycle Access at Marble Arch

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option would encourage integration into the wider city and offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality due to reduced levels of transport infrastructure.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to the city centre an integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts</p>  |

| <b>Justified</b>            |  |
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| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Considered unviable</li> <li>• Require environmental improvements</li> </ul> <p>Workshop feedback: over 40% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the York Central site to the city centre</li> <li>• Given the improved links to the railway station / city centre it is likely to encourage walking/ cycling instead of vehicle use.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• Would use existing infrastructure which would save the take up of land in this location.</li> <li>• Given that it is an existing location, there is anticipated to be no potentially adverse impacts on nearby listed buildings and SAMs. This will depend upon implementation.</li> <li>• Participation in walking and cycling has associated health benefits.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• The closure of this through route to Leeman Road would limit vehicular access to the southern part of the site, including for public transport.</li> <li>• The closure of Leeman Road may have adverse impacts on other roads around the city centre which already have high capacity.</li> <li>• The closure of Leeman road would reduce vehicular access to existing residential areas such as the St Peter's Quarter and Leeman Road although pedestrian and cycle routes would obviously be enhanced.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> <li>• There is the opportunity to connect the pedestrian and cycle route close to bus routes so that connectivity across York Central and to the new transport interchanges are easy.</li> </ul> |
| 6) Community benefits       | <p>Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents. The provision of a quality pedestrian and cycle route in this location, with the removal of car access, would be of community benefit.</p>  |
| 7) Evidenced approach       | <p>The option would link directly to existing designated off road cycle routes with connectivity to local and wider cycle networks as well as the pedestrian routes in the city centre.</p>  |

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|                   | <p>Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station access..</p> |
| <b>Effective</b>  |  |
| 8) Viability      | <p>The viability of this option would be dependent on the detailed design of any access solution and as such requires further feasibility and viability work.</p>  |
| 9) Deliverability | <p>Whilst a pedestrian/cycle only route would result in a higher environmental quality for future users it is likely that this location will be required for a public transport access into the development area. However this is not likely to fundamentally prejudice this access for pedestrians and cyclists.</p>  |
| 10) Flexibility   | <p>This option would have limited effect on flexibility.</p>   |
| <b>Evaluation</b> | <p>This option would provide sustainable integration with the wider city offering good connectivity to existing pedestrian and cycle networks. It is recommended that this option is taken forward for further viability and deliverability assessment which will examine in more detail the issues raised in the workshop consultation events.</p>  |

## Criterion based Evaluation

### Option T28: Pedestrian/ Cycle Access at Manor School

| Criteria  | Assessment   |
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| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will overcome physical barriers, resulting in the sites integration into the wider city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality.</p>   |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the ‘Sustainable City’ theme in the Community Strategy by encouraging walking and cycling links with the surrounding residential areas.</p> <p>This option would contribute to the ‘sustainable city’ theme in the community strategy. By encouraging walking and cycling links to adjoining areas an integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities</p>   |

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|                             | of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts  |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised during consultation</p> <ul style="list-style-type: none"> <li>• Local limited benefit only</li> <li>• Opportunities to extend links to Acomb</li> <li>• Facilitate linkages from Poppleton through the site</li> </ul> <p>Workshop feedback: over 60% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the British Sugar site to the existing residential area in the Acomb area.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• There is anticipated to be no potentially adverse impacts on listed buildings and SAMs.</li> <li>• Participation in walking and cycling has associated health benefits.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• This access route may impact upon the existing openspace</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> <li>• There is the opportunity to connect the pedestrian and cycle route alongside the proposed vehicular access</li> </ul> |
| 6) Community benefits       | Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents.  |
| 7) Evidenced approach       | <p>There are designated on road cycle routes along Boroughbridge Road, giving direct access to the local and national cycle network.</p> <p>Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station access..</p>  |

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| <b>Effective</b>  |  |
| 8) Viability      | The provision of a pedestrian/cycle route alongside either a public transport route or vehicular access would be more viable than a stand alone route in this location. Viability implications of this option are therefore dependent to a degree on the preferred vehicular and public transport access strategy.   |
| 9) Deliverability | Further investigation would be required to assess delivery of this option.   |
| 10) Flexibility   | This option would have limited effect on flexibility.  |
| <b>Evaluation</b> | This option would provide sustainable integration with the wider city offering good connectivity to existing pedestrian/ cycle networks and received support in the consultation. However infrastructure costs associated with provision mean that the option may be more viable if implemented alongside a vehicular access. Since Option T10 (vehicular access at Manor School) is also being pursued it is recommended that this option is taken forward. |

**Criterion based Evaluation**  
**Option T29: Pedestrian/ Cycle Access at Ouseacres**

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will increase the sites integration into the adjoining areas and wider city, and may reduce car usage. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to adjoining areas an integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion and improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Cycle access at this point would give direct access to the wider designated cycling network, including both on road and off road routes with national linkages.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities</p>  |

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|                             | of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts   |
| <b>Justified</b>            |   |
| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Opportunities to extend links to area south of British Sugar</li> </ul> <p>Workshop feedback: nearly 80% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the southern part of the British Sugar site to the existing residential area in Holgate.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• There is anticipated to be no potentially adverse impacts on listed buildings and SAMs.</li> <li>• This option would use an existing access for vehicles and pedestrians.</li> <li>• Potential to link the pedestrian route to the proposed public transport option to create an integrated network.</li> <li>• Any light industrial uses to be located on site could be linked with the businesses at the end of Ouseacres.</li> <li>• Participation in walking and cycling has associated health benefits.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• This access route may impact upon the existing residents who live adjacent to Ouseacres.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> <li>• There is the opportunity to connect the pedestrian and cycle route alongside the proposed vehicular access</li> </ul> |
| 6) Community benefits       | Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for future residents. Increased usage of this existing access will increase activity in the area for existing residents on Ouseacres.  |
| 7) Evidenced approach       | Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles, with a key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station   |



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|                   | access. This option would allow easy accessibility for pedestrians and cyclists to the Beckfield Lane improvements.  |
| <b>Effective</b>  |  |
| 8) Viability      | Due to the extant nature of this access point and limited upgrading/ improvements required, it is likely to be a more viable pedestrian and cycling access point for British Sugar. Provision/upgrading could be made alongside the vehicular access, further improving viability, should option T 11 also be pursued.                       |
| 9) Deliverability | Due to viability benefits and the extant nature of this access, this option is considered to be highly deliverable.  |
| 10) Flexibility   | The extant nature of this access means that flexibility in terms of site phasing is maximised, however, this may also inhibit flexibility in terms of there being a prescribed route and layout for the access.  |
| <b>Evaluation</b> | This option would provide sustainable integration with the wider city offering good connectivity to existing pedestrian/ cycle networks. The option was supported in public consultation and would have community benefits. It offers a viable and deliverable pedestrian and cycle access and it is recommended that the option be pursued. |

## Criterion based Evaluation

### Option T30: Pedestrian/ Cycle Access at Plantation Drive

| <b>Criteria</b>   | <b>Assessment</b>   |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>Use of this access option will provide integration into the wider city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to adjoining areas an integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion and improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Cycle access at this point would give direct access to the wider designated cycling network, including both on road and off road routes with national linkages.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities</p>  |

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|                             | of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts  |
| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Local limited benefit only</li> <li>• Opportunities to extend links to Clifton area/Shipton Road/Park and Ride facilities</li> </ul> <p>Workshop feedback: nearly 80% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the southern part of the British Sugar site to the existing residential area in Holgate /Acomb.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• There is anticipated to be no potentially adverse impacts on listed buildings and SAMs.</li> <li>• Participation in walking and cycling has associated health benefits.</li> <li>• This option would use an existing access for vehicles and pedestrians.</li> <li>• Potential to link the pedestrian route to the proposed public transport option to create an integrated network.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• This access route may impact upon the existing residents who live adjacent to Ouseacres.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> <li>• There is the opportunity to connect the pedestrian and cycle route alongside the proposed vehicular access</li> </ul> |
| 6) Community benefits       | Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents and facilitate integration between the existing and new communities.  |
| 7) Evidenced approach       | Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles, with a key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station access. This option would allow easy accessibility for pedestrians and cyclists to the Beckfield Lane  |

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|                   | improvements.   |
| <b>Effective</b>  |   |
| 8) Viability      | This access has been used as the main pedestrian/vehicular access into the British Sugar site. Some upgrading/ improvements could be implemented.   |
| 9) Deliverability | Due to viability benefits and the extant nature of this access, this option is considered to be highly deliverable.   |
| 10) Flexibility   | The extant nature of this access means that flexibility in terms of site phasing is maximised, however, this may also inhibit flexibility in terms of there being a prescribed route and layout for the access.   |
| <b>Evaluation</b> | This option would provide sustainable integration with the wider city offering good connectivity to existing pedestrian and cycle networks. The option was supported in public consultation and would have community benefits. It offers a viable and deliverable pedestrian and cycle access and it is recommended that the option be pursued. |

## Criterion based Evaluation

### Option T31: Pedestrian/ Cycle Access at New Bridge Across the River (Clifton Ings)

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will overcome physical barriers, giving access to natural open spaces and residential areas. The promotion of cycling and walking would offer sustainability benefits through increasing linkages with the surrounding areas and providing linkages with the cycle network.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to open space.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to adjoining areas an integrated sustainable movement network is promoted which minimises environmental impacts.</p> <p>The LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre. This option could facilitate a direct cycle access to the national route 65 from the development site, and from here, a network of other local routes.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts</p>  |
| <b>Justified</b>  |   |
| 4) Consultation response  | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Flooding issues</li> </ul>   |

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|                             | <ul style="list-style-type: none"> <li>• Opportunities to extend links to Clifton area/Shipton Road/Park and Ride facility</li> <li>• Need to link across natural barrier</li> </ul> <p>Workshop feedback: over 50% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the Northern part of the British Sugar site to Clifton providing a crossing and connecting areas which were previously separated by the river.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• Participation in walking and cycling has associated health benefits.</li> <li>• There is anticipated to be no potentially adverse impacts on listed buildings and SAMs.</li> <li>• This option would provide enhanced access to natural open space.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• Whilst this option is positive in providing open space, it may also conflict with objective EN3 regarding conserving a biodiverse environment through recreational use and disturbance given the direct access to the Ings.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this option would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> <li>• The pedestrian access could link with riverside activities such as boat trips for example, to provide and connect both leisure activities and transport.</li> </ul> |
| 6) Community benefits       | <p>Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents, this particular access would provide linkages to valuable open space. The very high cost of implementation may have an impact on the level of alternative community benefits achieved, however, it would also deliver improved accessibility to areas of off-site open space.</p>   |
| 7) Evidenced approach       | <p>Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station access.</p>  |

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|                   | <p>The Councils PPG17 study sets out standards for provision of 7 typologies of open space with new development. Cumulatively, application of these standards results in a significant open space requirement to be made on or off site. Initial application of these standards and analysis of existing open space reveals that land to the east of the railway (<i>Clifton and Poppleton Ings</i>) may have a role to play in meeting these needs in a viable manner.</p> <p>Parts of Clifton Ings are identified by the Councils Countryside officer through survey work as being of biodiversity interest, and further work is currently being undertaken to ascertain the best mode of protecting these interests.</p> <p>Land at Clifton Ings is identified in the 2007 Strategic Flood Risk Assessment as being within Flood Zone</p> |
| <b>Effective</b>  |  |
| 8) Viability      | <p>The provision of new linkages over the rail lines and River Ouse would be a very costly exercise, however, it may allow open space to be provided “off-site”, thereby maximising the area of British Sugar that may be developed. The viability of this access is therefore not currently ascertainable; it must have regard to engineering feasibility/ cost, open space requirements, and availability of alternative “off-site” locations.</p>   |
| 9) Deliverability | <p>Engineering feasibility, viability and impact on biodiversity will influence deliverability of this option, as discussed above. Further to these issues, since some of the land associated with this access is in third party ownership/ control, the intentions of these third parties will be a key consideration.</p>  |
| 10) Flexibility   | <p>The option will maximise accessibility by sustainable modes to parts of the city which are currently not connected, increasing flexibility of modal choice for new residents, however, the fact that the area floods may limit accessibility. An expensive piece of infrastructure such as this may also limit development options elsewhere within the scheme due to its cost.</p>   |
| <b>Evaluation</b> | <p>This option could provide important strategic sustainable linkages with facilities in the rest of the city and facilitate access to areas of open space, however, there are concerns relating to its viability and deliverability. There were also issues raised due to the flood risks in the area in the consultation feedback. As these issues need further investigation, it is recommended that at this stage the option be taken forward for more detailed examination.</p>   |

## Criterion based Evaluation

### Option T32: Pedestrian/ Cycle Access at Water End

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option would need to overcome physical barriers over rail lines but would result in the sites improved integration into the wider city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to the city centre a integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>The Councils LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts</p>  |



| <b>Justified</b>            |  |
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| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Well designed</li> <li>• Problems reconciling with motor traffic</li> <li>• Require environmental improvements</li> </ul> <p>Workshop feedback: over 40% support</p>  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the York Central site to the existing transport infrastructure and would help to encourage walking/ cycling instead of vehicle use. This will also help to limit vehicle emissions by encouraging people to reduce the use of their car.</li> <li>• There is anticipated to be no impacts on the historic setting and character of the city with this option.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• This would be positive in creating a link between the two communities helping with integration of new residential areas into the city.</li> <li>• Participation in walking and cycling has associated health benefits.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• The location of this link is in flood zone 3a11 and is therefore at risk from flooding.</li> <li>• There may be a potential impact on Millennium Green which is a valuable and well used open space.</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> <li>• Given that this route would be running alongside the train track / tram route, it will be imperative that there are safety measures in place to keep the footpaths and cycle route distinct and separate to the routes for trains.</li> </ul> |
| 6) Community benefits       | <p>Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents. The high cost of implementation may have an impact on the level of alternative community benefits achieved.</p>   |
| 7) Evidenced approach       | <p>Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station</p>  |

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|                   | access. This option would link well to accessibility improvement currently being undertaken at Water End as part of the Cycle City agenda in order to enable better access to the national route 65.   |
| <b>Effective</b>  |  |
| 8) Viability      | The provision of a pedestrian/cycle route at Water End must be considered alongside either a public transport route or vehicular access, since it is unlikely to be viable as a stand alone route for pedestrians/cyclists due to the likely high cost of this access option.  |
| 9) Deliverability | Due to viability limitations this option is unlikely to be delivered as a stand alone pedestrian/cycle route. Implementation is therefore dependent on the provision of a multi-modal route and option T1 being pursued.   |
| 10) Flexibility   | Flexibility in the implementation of this option will be limited by operational rail requirements.   |
| <b>Evaluation</b> | This option may deliver sustainable accessibility improvements and received moderate support in the consultation feedback, however, it is unlikely to be viable in its own right; rather as part of a multi-modal route should option T1 be pursued. It is recommended that the option be taken forward for further examination alongside option T1. |

## Criterion based Evaluation

### Option T33: Pedestrian/ Cycle Access at Queen Street

| Criteria   | Assessment  |
|--|---|
| <b>Consistent</b>  |   |
| 1) Contribution to overall vision and strategic development objectives         | <p>The option will overcome physical barriers, resulting in the sites integration into the wider city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services. Reducing car dependency represents an innovative approach to the development relative to historic development in the city, and may result in a higher environmental quality due to reduced levels of transport infrastructure, which tends to be functional in its aesthetic.</p>   |
| 2) Consistency with community strategy /core strategy and other key strategies | <p>This option would contribute to Strategic Ambition 4 and the 'Sustainable City' theme in the community strategy. By encouraging walking and cycling links to the city centre a integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p> |
| 3) Regional and national guidance  | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement. PPS6 recommends that extended town centres should be integrated with the existing centre both in terms of design and to allow easy access on foot.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities</p>   |

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|                             | of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts. Policy E2 promotes environmental enhancements and accessibility improvements to create a distinct attractive and vibrant sense of place for city centres.  |
| <b>Justified</b>            |   |
| 4) Consultation response    | Points raised during workshops <ul style="list-style-type: none"> <li>• Problems reconciling with motor traffic</li> </ul> Workshop feedback: over 40% support  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the York Central site to the city centre and proposed transport interchanges</li> <li>• Given the improved links to the railway station / city centre it is likely to encourage walking/ cycling instead of vehicle use.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• Participation in walking and cycling has associated health benefits.</li> <li>• Would be useful for employees and commuters to the new CBD / City Centre</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• There is anticipated to be potentially adverse impacts on the railway station which is a listed building. This will depend upon implementation</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> </ul> |
| 6) Community benefits       | Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents. The high cost of implementation may have an impact on the level of alternative community benefits achieved. Integration with existing land uses will also be a key factor.  |
| 7) Evidenced approach       | Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and  |

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|                   | railway station access. This option could help to deliver the latter of these objectives.  |
| <b>Effective</b>  |  |
| 8) Viability      | The provision of a pedestrian/cycle route into York Central at Queen Street is likely to be extremely costly due to the requirement to cross operational rail lines, however, the access could help to provide essential strategic linkages to the city centre. The option would need to be appraised against alternative city centre pedestrian/ cycle access options and in light of the preferred approach to vehicular access. |
| 9) Deliverability | Deliverability of this option would be dependent on viability considerations weighed against the options necessity. Implementation may be made more likely as part of a multi-modal route (option T3 being pursued). Other key barriers to delivery include the ability to engineer an acceptable solution in close proximity to the grade II* listed rail station, Railway Institute and operational rail lines.                  |
| 10) Flexibility   | The route would enable better city centre accessibility, making the development more flexible for end users, though may inhibit flexibility elsewhere in the scheme due to its prohibitive cost.   |
| <b>Evaluation</b> | The option could deliver sustainable integration with the city centre: a key strategic requirement of any scheme at York Central. Whilst it received moderate support in consultation, viability and deliverability limitations mean that this option should be taken forward to be examined in more detail.   |

## Criterion based Evaluation

### Option T34: Pedestrian/ Cycle Access at Holgate Road

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option will overcome physical barriers, resulting in the sites integration into the wider city. The promotion of cycling and walking would offer sustainability benefits through reducing private car use; the option should be implemented in a way which provides synergies with public transport infrastructure in order to maximise its sustainability benefits.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life providing healthy access to jobs and services.</p>   |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option would contribute to the 'sustainable city' theme in the community strategy. By encouraging walking and cycling links to the city centre a integrated sustainable transport network is promoted which minimises environmental impacts.</p> <p>LTP2 includes a transport vision and strategy for York which seeks to reduce congestion, improve accessibility, whilst ensuring air quality and safety are improved within the city. LTP2 also includes pedestrian and cycle strategy, the principle elements include completing gaps in the existing network and improved cycle access through the city centre.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. York Northwest is identified in the key diagram as a major brownfield development opportunity. Draft Policy CS12 sets out the objectives of helping to reduce congestion through promoting a shift to more sustainable modes of transport and the expansion of cycling and walking routes throughout the city.</p>                          |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce resource consumption through reducing the need to travel and securing more sustainable patterns of transport development through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 promotes more sustainable transport choices for people, as well as establishing priority to people over ease of traffic movement. PPS6 recommends that extended town centres should be integrated with the existing centre both in terms of design and to allow easy access on foot.</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking. Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts. Policy E2 promotes environmental enhancements and accessibility improvements to create a distinct attractive and vibrant sense of place for city centres</p> |

|                             |  |
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| <b>Justified</b>            |  |
| 4) Consultation response    | <p>Points raised during workshops</p> <ul style="list-style-type: none"> <li>• Problems reconciling with motor traffic</li> </ul> <p>Workshop feedback: over 50% support</p>   |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• This option would be positive in linking the York Central site to the Holgate area, although a separate exit nearer would also probably be required.</li> <li>• Air quality may potentially improve through people choosing to walk or cycle instead of using their car to access the city centre.</li> <li>• Participation in walking and cycling has associated health benefits.</li> <li>• Would be useful for employees and commuters to the new CBD on York Central.</li> <li>• Anticipated to have limited effect on the city's historical assets.</li> </ul> <p>Key constraints and uncertainties</p> <ul style="list-style-type: none"> <li>• None</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• In order to maintain the safety and security of cyclists and pedestrians, this options would need to incorporate suitable street lighting and security measures. This will be determined upon implementation.</li> </ul> |
| 6) Community benefits       | <p>Provision of accessible and sustainable linkages from the development site will result in quality of life improvements (in terms of healthy living and access to the city) for residents. The high cost of implementation may have an impact on the level of alternative community benefits achieved. Integration with existing land uses will also be a key factor, and use/linkage by extending Lowther Terrace may bring about some integration with areas of the site to the south of the railway station.</p>  |
| 7) Evidenced approach       | <p>Cycling City work has involved looking at existing cycle routes within the city and taking forward a number of schemes to improve cycle accessibility throughout the city with the objective of filling gaps in the cycle network and increasing use of cycles. A key target of increasing cycling by 25% on existing levels by 2010. Proposed cycle schemes include Poppleton Park and Ride route, Beckfield Lane and railway station access.</p>  |
| <b>Effective</b>            |  |
| 8) Viability                | <p>The viability of this option is dependent on the precise configuration of any access, with use of Lowther Terrace being a more viable solution. Any solution to facilitate access into York Central would require a costly access over operational rail lines.</p>  |
| 9) Deliverability           | <p>The ability to engineer a solution for access over operational rail lines will be a key deliverability</p>  |

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|                   | consideration, as will the intentions of any third party landowners, should additional land be required to implement the option. Providing a pedestrian/cycling access to part of the site, to the south of the station, would be more deliverable.  |
| 10) Flexibility   | The route would allow greater mode choice to end occupiers in accessing some services, particularly to areas south of the railway lines. However, for an access across the railway lines, the high cost of access over operational lines may inhibit flexibility elsewhere in the development. |
| <b>Evaluation</b> | The option received support in consultation and would deliver sustainable integration to some parts of the city and is therefore to be pursued in ongoing work.  |



## Criterion based Evaluation

### Option T35: New Interchange at Royal Mail site

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The option would maximise use of sustainable modes of transport, thereby reducing private car usage, which acts as a barrier to effective integration in the city, and reducing resource consumption. Siting a transport interchange in close proximity to York Northwest would bring greater numbers of people toward the site and may result in its use being more integrated with that of the city centre. The interchange would have to be developed so that it does not act as a physical barrier to integration itself.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would improve quality of life, making jobs and services more accessible to all members of the community. The scale and nature of the facility may allow for an innovative and high quality design to be pursued.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>This option could contribute to an integrated transport network within the city which would meet the 'Sustainable City' and 'Thriving City' objectives.</p> <p>The Core Strategy Preferred Options document draft policy CS12 refers to the delivery of transport schemes and programmes including Access York phase 2 and improving the interchange facilities at the railway station. It also identifies the need to improve transport connections in a way that promotes accessibility and enables people to live more sustainably.</p> <p>In LTP2 Access York seeks to address travel to work and other travel patterns generated by development within the city in the most sustainable way. It includes a transport interchange facility at York Station as an opportunity to link Park and Ride services in the city with the station.</p>  |
| 3) Regional and national guidance   | <p>PPS1 seeks to reduce the need to travel, and secure more sustainable patterns of transport development through accessible public transport provision and through ensuring that services and facilities can be accessed by foot, bicycle or public transport rather than relying on the car. PPG13 establishes priority to people over ease of traffic movement. The document also establishes the need to protect sites and routes which could be critical in developing infrastructure to widen transport choices, and establishes that quick, easy and safe interchanges are essential to integration between different modes of transport, requiring that interchange points are well related to travel generating uses and their design layout and access are safe and convenient to maximise walking and cycling catchment populations</p> <p>RSS Policy YH7 requires that local authorities adopt a transport orientated approach to ensure that development maximises accessibility by cycling and walking, makes best use of existing transport infrastructure and capacity, and takes into account capacity constraints and deliverable improvements.</p> |

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|                             | Policy T1 establishes the regional priorities of reducing travel demand, traffic growth and congestion, and effecting modal shift to transport with lower environmental impacts.  |
| <b>Justified</b>            |   |
| 4) Consultation response    | This option was put forward in consultation.  |
| 5) Sustainability appraisal | <p><b>Key Positive Effects</b></p> <ul style="list-style-type: none"> <li>• This interchange would help to connect the railway and bus routes for increased connectivity between transport modes across York and the wider region.</li> <li>• Increased access to transport using the interchange will promote a reduction in the use of the car and have positive benefits for air quality, greenhouse gas emissions and equity of access. This would also help to reduce the ecological footprint for York.</li> <li>• An increasingly connected transport system would help create conditions for business success and would increase the attractiveness of York for investment.</li> <li>• This interchange is close to the city centre which will encourage walking</li> </ul> <p><b>Key constraints and uncertainties</b></p> <ul style="list-style-type: none"> <li>• This option would have potential adverse impacts on historical assets within close proximity such as the railway station and city walls which are listed buildings and scheduled ancient monuments. This however, is anticipated to be to a lesser extent than options T16-T18.</li> </ul> <p><b>Key Opportunities and Enhancements</b></p> <ul style="list-style-type: none"> <li>• This option would also need to design out any noise related implications from standing vehicles at the interchange point for any residential uses located nearby.</li> <li>• This option would need to consider the likely impacts on air quality from additional vehicles given its proximity to the AQMA.</li> <li>• Potential to link the interchange to the riverside for a scenic route connecting the city centre and, should the new bridge option be built, the north side of the river (by museum Gardens).</li> </ul> |
| 6) Community benefits       | Providing a single interchange facility between city bus services and the main railway station would improve connectivity and accessibility for all users as well as providing a more convenient and attractive public transport service.   |
| 7) Evidenced approach       | In April 2008 Halcrow undertook a study of public transport provision in relation to a new interchange on behalf of Yorkshire Forward. The high level study reviewed the current public transport accessibility in the vicinity of the station, aspirations by CYC and estimated services to be included in the Interchange. It assessed 4 possible options for the location of an interchange which broadly followed the locations set out in the Issues and Options. This option was put forward in consultation as an alternative location for the   |

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|                   | <p>interchange. It was also analysed by Halcrow as part of the above technical work. The option would necessitate acquisition of the Royal Mail site and the relocation of their activities. The option was dismissed due to the requirement to acquire the site, to reroute all bus services, the distance from the railway station and the opportunity cost of the riverside land.</p> <p>Further feasibility work on the interchange is currently being undertaken as part of the City Centre Accessibility Master Plan.</p> |
| <b>Effective</b>  |   |
| 8) Viability      | <p>The Halcrow study formed part of background work to a feasibility assessment undertaken by the York Central Partners. A broad estimate of the size and costs arising from each option was outlined. Whilst less certainty is attributed to the costs associated with this option it was estimated that (taking the least conservative view on costs) it would be the most expensive option.</p>  |
| 9) Deliverability | <p>The Halcrow Study identifies key issues related to network configuration, infrastructure routing and operational capacity of available land which limits the deliverability of this option.</p>  |
| 10) Flexibility   | <p>The further work being undertaken on the City Centre Accessibility Master Plan should give guidance on the phasing and implementation. The provision of an interchange will increase flexibility in terms of multi modal travel.</p>   |
| <b>Evaluation</b> | <p>Whilst provision of a transport interchange is supported in policy and sustainability terms subject to further evidence base work, this option has been shown to be technically difficult to deliver given operational, site, and land ownership constraints and is not therefore to be taken forward.</p>   |

## **2.6 OPEN SPACE AND BUILT SPORTING FACILITIES**

### **List of Open Space and Built Sporting Facilities Options Evaluated**

- O1** Community Stadium adjacent to railway station
- O2** Community Stadium at northern end of British Sugar
- O3** Community Stadium in British Sugar linked to district centre/rail halt

## Criterion based Evaluation

### Option O1: Locating a Community Stadium adjacent to the railway station

| Criteria  | Assessment  |
|---|---|
| <b>Consistent</b>   |   |
| 1) Contribution to overall vision and strategic development objectives        | <p>The concept of new leisure facilities would be in accordance with the general principles of the Vision. However the use could generate large numbers of motor-car movements and due to its congested traffic context result in poor integration with existing uses in the vicinity, though excellent sustainable transport links could be utilised.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would assist in fostering a sense of vitality when in use, though may be unused for lengths of time. A city wide sports facility would improve the quality of life of York residents, and an innovative and high quality approach to the facilities design could be adopted.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>The provision of a Community Stadium would enhance the cultural facilities on offer within the city thereby contributing to the 'City of Culture' theme. By providing the stadium adjacent to the railway, sustainable travel would be easily available with the capability to accommodate large numbers of visitors.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. Draft Policy CS8 sets out the objective to identify an appropriate site for a community stadium, through the Allocations Development Plan Document.</p>   |
| 3) Regional and national guidance   | <p>PPS1 seeks to deliver sustainable patterns of development, promoting sustainable transport choices, including reducing the need to travel. PPS6 identifies intensive sports and recreation uses as a town centre use, to which the sequential approach to location will apply, though identifies the expansion of existing centres as appropriate where necessary. Draft PPS4 requires local planning authorities to plan positively for economic development having regard to quantitative and qualitative need for retail and leisure uses, reaffirms the sequential approach to site selection and the need for impact assessment.</p> <p>PPG17 establishes a requirement for highly accessible locations, in or adjacent to town centres or in district or neighbourhood centres for built sports facilities such as a community stadium. The document also promotes an evidenced, need-based approach to such development, and confers protection on existing facilities.</p> <p>RSS Policy T1 seeks to reduce personal travel and promote sustainable modes of transport, and Policy YH7 requires that development maximises accessibility by cycling and walking. Policy E2 seeks to focus major facilities into town centre locations, in line with PPS6, and Policy</p> |

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|                                    | <p>ENV11 seeks to promote high quality sports and recreational facilities. Policy ENV9 of the RSS requires that the sky lines, views and setting of York are conserved. A community stadium is a land intensive use, and as such may undermine the RSS's housing and employment growth objectives for York in this sustainable brownfield location identified as a regionally significant investment priority.</p>   |
| <p><b>Justified</b></p>            |  |
| <p>4) Consultation response</p>    | <p>Only 20% of workshop participants agreed that a stadium was an appropriate issue for consideration although it received approximately 50% public support. Given the 3 options a stadium adjacent to the station was seen to have advantages in terms of sustainable transport links. The potential to serve wider citywide catchment was raised. However, it was felt that there were more important uses for YNW than a stadium use. Concerns were also raised over deliverability and maintenance of a stadium whether it is the best use of high value land and a drain on scarce resources required to facilitate development of the wider area. Notwithstanding this, there was over 80% support for this option.</p> <p>In the representations there was a mixed response with some supporting it as it would be readily accessible by sustainable transport and car use could be minimised. However others felt that access by car was inevitable and that this would result in congestion. Conflicts between a stadium which would have a large land take and the provision of a CBD and any replacement railway institute facility were highlighted. In terms of quantitative feedback this option received the least objection by participants at the workshops with over 80% support and over 50% by the public.</p> |
| <p>5) Sustainability appraisal</p> | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Option gives opportunity to encourage visitors to travel by train to limit vehicle movements in the centre</li> <li>• Potential to create good pedestrian links with the city centre</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Could increase congestion and worsen pollution – if large numbers of supporters travelled to the site by car</li> <li>• Option would take up centrally located brownfield land which could be better used for residential or commercial uses</li> <li>• Likely to be significant visual impact due to scale of stadium required – may have adverse impact on the character of the surrounding area</li> </ul>   |

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|                       | <ul style="list-style-type: none"> <li>Option could cause noise and disturbance to existing and future residents</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>Opportunity for dual use of community facilities by schools as playing fields</li> <li>Could increase opportunities for youth training and development</li> <li>Opportunity for potential conference facilities and ancillary facilities such as hotel and restaurants which would create job opportunities</li> </ul>  |
| 6) Community benefits | Whilst the development of a community stadium would be beneficial to future and existing residents within the city, provision at York Central is likely to result in a lower level of contributions than those generated by other uses. Land intensive stadium development would also displace housing and potentially add to congestion/air quality issues in the locality.   |
| 7) Evidenced approach | <p>Broad feasibility research for the provision of a community stadium was undertaken by the Council in 2006 and revealed a requirement for a 15000 person capacity stadium with a 126m x 80m pitch, a minimum of 8400 seats would be required to be covered. The facility was estimated to require a 2.2ha site as an absolute minimum and 3.5ha was deemed adequate for the stadium alone, not taking into account enabling development which was estimated at a further hectare with public realm. Current attendance levels were estimated to require 500 parking spaces if adopting a 20% modal split for cars, and as such were not deemed to require allocated parking – sharing facilities elsewhere in the York Central development, however facilities for disabled persons, directors, VIPs, teams, officials, staff, broadcasting companies and emergency services would be required. Other stadium developments were analysed and revealed a cost per seat of between £500 and £1400. Two indicative models of enabling development were worked up – one based on a commercial scheme and incorporating business/ offices, hotel and cultural facilities, the second scheme was based on community uses such as school and library.</p> <p>Subsequently a further study (2009) has been commissioned which considers preliminary market and feasibility for a 6,000 seater stadium (with potential to increase to 12,000 seater), together with ancillary facilities as part of a package of facilities. Four options are considered in detail including community uses and hotel/conference facilities. A high level financial appraisal and benefit analysis of each option is given with further costing, legal and technical feasibility work identified together with preferred development site selection to be undertaken later this year. The outcomes of the process will be considered within the context of the LDF.</p> |
| <b>Effective</b>      |  |
| 8) Viability          | High level viability assessment work has been undertaken in the 2009 Study. This has identified  |

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|                   | <p>funding gaps for all options considered, despite the inclusion of some enabling development. Provision of a land intensive community stadium would not only displace development in York Northwest making a scheme less viable it would also impact on adjacent land values. It is also likely to potentially further reduce the viability of the remaining development within York Northwest area due to commercial enabling development associated with the stadium being removed from the wider viability package for York Northwest. Any viability assessment of this option would also need to take into account the high remediation and infrastructure costs in developing this site. Whilst further work is identified. at this stage, the option is considered to be likely to have a high negative impact in terms of commercial viability due to implementation and opportunity costs.</p> |
| 9) Deliverability | <p>The 2009 Study outlines a 4 options for the management and delivery of a community stadium. Funding and the availability of a suitable site are a key barrier to delivery that must be overcome. Phasing would have to have regard to the practicalities of securing site access and the requirements of future stadium users as well as fitting in with the developers programme for York Central.</p>   |
| 10) Flexibility   | <p>This option is relatively inflexible in terms of alternative approach once masterplanning has taken place. A flexible policy approach could be taken but due to the scale of infrastructure needed to facilitate this option alternatives may be expensive to implement.</p>  |
| <b>Evaluation</b> | <p>A decision on the future location of a community stadium will be taken once further feasibility work has been undertaken and will be considered in the strategic context of the Core Strategy. Notwithstanding this, there are funding, viability, deliverability issues and some sustainability concerns due to the level of traffic likely to be generated by this use. The response from consultation on this is mixed with some of the above issues highlighted by the public, although support for the principle of a stadium. Given the city's strategic aspiration for a community stadium this option will be investigated further as part of the ongoing feasibility work and consequently is identified for further investigation.</p>  |



## Criterion based Evaluation

### Option O2: Locating Community stadium at the northern end of the British Sugar site

| Criteria  | Assessment   |
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| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The concept of new leisure facilities would be in accordance with the general principles of the Vision. The site would offer poor integration in terms of large numbers of motor-car movements, due to its congested context. The development may not represent the most effective use of brownfield land.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would certainly assist in fostering a sense of vitality when in use, though may be unused for lengths of time. A city wide sports facility would improve the quality of life of York residents, and an innovative and high quality approach to the facilities design could be adopted.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>The provision of a Community Stadium would enhance the cultural facilities on offer within the city thereby contributing to the 'City of Culture' theme. However, this option provides a less central location than Option 1 and is more likely to attract visitors by road. This would result in a significant impact on the road network when events are held which would not meet the 'sustainable city' objectives of the community strategy.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. Draft Policy CS8 sets out the objective to identify an appropriate site for a community stadium, through the Allocations Development Plan Document.</p>  |
| 3) Regional and national guidance   | <p>PPS1 seeks to deliver sustainable patterns of development, promoting sustainable transport choices, including reducing the need to travel. PPS6 identifies intensive sports and recreation uses as a town centre use, to which the sequential approach to location will apply, though identifies the expansion of existing centres as appropriate where necessary. Draft PPS4 requires local planning authorities to plan positively for economic development having regard to quantitative and qualitative need for retail and leisure uses, reaffirms the sequential approach to site selection and the need for impact assessment.</p> <p>PPG17 establishes a requirement for highly accessible locations, in or adjacent to town centres or in district or neighbourhood centres for built sports facilities such as a community stadium. The document also promotes an evidenced, need-based approach to such development, and confers protection on existing facilities.</p> <p>RSS Policy T1 seeks to reduce personal travel and promote sustainable modes of transport,</p> |

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|                             | and Policy YH7 requires that development maximises accessibility by cycling and walking. Policy E2 seeks to focus major facilities into town centre locations, in line with PPS6, and Policy ENV11 seeks to promote high quality sports and recreational facilities. A community stadium is a land intensive use, and as such may undermine the RSS's housing and employment growth objectives for York in this sustainable brownfield location identified as a regionally significant investment priority.  |
| <b>Justified</b>            |  |
| 4) Consultation response    | Only 20% of workshop participants agreed that a stadium was an appropriate issue for consideration although it received approximately 50% public support. No support was registered at the workshops for locating a stadium at British Sugar with 41% of respondents objecting to this option. In the representation received it was promoted by some as a better location than York Central although others felt this would congest the outer ring road. In the quantitative feedback approximately 40% gave no support for this option and over 40% of the public objected to it.  |
| 5) Sustainability appraisal | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Potential for good public transport links via the possible railway halt and links to the proposed Park and Ride</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Potential for significant traffic generation if large numbers of supporters travelled to the site by car</li> <li>• Could increase cross city traffic on the A1237 and key radial routes</li> <li>• Likely to be significant visual impact due to scale of stadium required – may have adverse impact on the character of the surrounding area</li> <li>• Option could cause noise and disturbance to existing and future residents</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Opportunity for dual use of community facilities by schools as playing fields</li> <li>• Could increase opportunities for youth training and development</li> <li>• Opportunity for potential conference facilities and ancillary facilities such as hotel and restaurants which would create job opportunities</li> </ul> |
| 6) Community benefits       | Whilst the development of a community stadium would be beneficial to future and existing   |

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|                       | <p>residents within the city, provision at British Sugar is likely to result in a lower level of contributions than those generated by other uses. Land intensive stadium development would also displace housing and potentially add to congestion issues in the locality.</p>   |
| 7) Evidenced approach | <p>Broad feasibility research for the provision of a community stadium was undertaken by the Council in 2006 and revealed a requirement for a 15000 person capacity stadium with a 126m x 80m pitch, a minimum of 8400 seats would be required to be covered. The facility was estimated to require a 2.2ha site as an absolute minimum and 3.5ha was deemed adequate for the stadium alone, not taking into account enabling development which was estimated at a further hectare with public realm. Current attendance levels were estimated to require 500 parking spaces if adopting a 20% modal split for cars, and as such were not deemed to require allocated parking. However facilities for disabled persons, directors, VIPs, teams, officials, staff, broadcasting companies and emergency services would be required. Other stadium developments were analysed and revealed a cost per seat of between £500 and £1400. Two indicative models of enabling development were worked up – one based on a commercial scheme and incorporating business/ offices, hotel and cultural facilities, the second scheme was based on community uses such as school and library.</p> <p>Subsequently a further study (2009) has been commissioned which considers preliminary market and feasibility for a 6,000 seater stadium (with potential to increase to 12,000 seater), together with ancillary facilities as part of a package of facilities. Four options are considered in detail including community uses and hotel/conference facilities. A high level financial appraisal and benefit analysis of each option is given with further costing, legal and technical feasibility work identified together with preferred development site selection to be undertaken later this year. The outcomes of the process will be considered within the context of the LDF.</p> |
| <b>Effective</b>      |   |
| 8) Viability          | <p>High level viability assessment work has been undertaken in the 2009 Study. This has identified funding gaps for all options considered, despite the inclusion of some enabling development. Provision of a land intensive community stadium would not only displace development in York Northwest making a scheme less viable it would also impact on adjacent land values. It is also likely to potentially further reduce the viability of the remaining development within York Northwest area due to commercial enabling development associated with the stadium being removed from the wider viability package for York Northwest. Any viability assessment of this option would also need to take into account the high remediation and infrastructure costs in developing this site. Whilst further work is identified, at this stage, the option is considered to be likely to have a high negative impact in terms of commercial viability due to implementation and opportunity costs.</p>  |
| 9) Deliverability     | <p>The 2009 Study outlines a 4 options for the management and delivery of a community stadium.</p>  |

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|                   | Funding and the availability of a suitable site are a key barrier to delivery that must be overcome. Phasing would have to have regard to the practicalities of securing site access, the implementation of tram train and the requirements of future stadium users as well as fitting in with the developers programme for British Sugar.   |
| 10) Flexibility   | This option is relatively inflexible in terms of alternative approach once masterplanning has taken place. A flexible policy approach could be taken but due to the scale of infrastructure needed to facilitate this option alternatives may be expensive to implement.   |
| <b>Evaluation</b> | A decision on the future location of a community stadium will be taken once further feasibility work has been undertaken and will be considered in the strategic context of the Core Strategy. Notwithstanding this, there are funding, viability, deliverability issues and some sustainability concerns due to the level of traffic likely to be generated by this use. The response from consultation is generally not supportive of this location, although there was support for the principle of a stadium. Given the city's strategic aspiration for a community stadium this option will be investigated further as part of the ongoing feasibility work and consequently is identified for further investigation. |

## Criterion based Evaluation

### Option O3: Locating a Stadium linked to a possible new District Centre in the vicinity of a rail halt at British Sugar

| Criteria  | Assessment   |
|---|--|
| <b>Consistent</b>   |  |
| 1) Contribution to overall vision and strategic development objectives        | <p>The concept of new leisure facilities would be in accordance with the general principles of the Vision. This option would be highly dependent in terms of transport integration with linkages to the outer ring road and potentially local public transport network. The opportunity to provide access via the tram train would offer integration and sustainability benefits, should this be delivered.</p> <p>In addition to the vision themes of sustainability and integration, represented as strategic development objectives above, the option would certainly assist in fostering a sense of vitality when in use, though may be unused for lengths of time. A city wide sports facility would improve the quality of life of York residents, and an innovative and high quality approach to the facilities design could be adopted.</p>  |
| 2) Consistency with community strategy/core strategy and other key strategies | <p>The provision of a Community Stadium would enhance the cultural facilities on offer within the city thereby contributing to the 'City of Culture' theme. The location of a stadium next to a district centre/rail halt would provide a more accessible option than Option O2 but not as central as Option O1. It could provide visitors alternative transport via rail but given the wide catchment such a facility is likely to serve this is less likely.</p> <p>Consultation was undertaken by the Council on Preferred Options for the Core Strategy between June and August 2009. Draft Policy CS8 sets out the objective to identify an appropriate site for a community stadium, through the Allocations Development Plan Document.</p>  |
| 3) Regional and national guidance   | <p>PPS1 seeks to deliver sustainable patterns of development, promoting sustainable transport choices, including reducing the need to travel. PPS6 identifies intensive sports and recreation uses as a town centre use, to which the sequential approach to location will apply, though identifies the expansion of existing centres as appropriate where necessary. Draft PPS4 requires local planning authorities to plan positively for economic development having regard to quantitative and qualitative need for retail and leisure uses, reaffirms the sequential approach to site selection and the need for impact assessment.</p> <p>PPG17 establishes a requirement for highly accessible locations, in or adjacent to town centres or in district or neighbourhood centres for built sports facilities such as a community stadium. The document also promotes an evidenced, need-based approach to such development, and confers protection on existing facilities.</p> <p>RSS Policy T1 seeks to reduce personal travel and promote sustainable modes of transport,</p> |

|                                    |   |
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|                                    | <p>and Policy YH7 requires that development maximises accessibility by cycling and walking. Policy E2 seeks to focus major facilities into town centre locations, in line with PPS6, and Policy ENV11 seeks to promote high quality sports and recreational facilities. A community stadium is a land intensive use, and as such may undermine the RSS's housing and employment growth objectives for York in this sustainable brownfield location identified as a regionally significant investment priority.</p>  |
| <p><b>Justified</b></p>            |   |
| <p>4) Consultation response</p>    | <p>Only 20% of workshop participants agreed that a stadium was an appropriate issue for consideration although it received approximately 50% public support. Provision of a community stadium in association with a rail halt at British sugar was seen as a better location than at York Central by some respondents although issues around traffic congestion and impacts on residential amenity were raised. There was not support for this option by the workshop participants with nearly 20% objecting to it and a similar level of public objection. However approximately 50% of the public did support this option.</p>  |
| <p>5) Sustainability appraisal</p> | <p>Key Positive Effects</p> <ul style="list-style-type: none"> <li>• Potential for good public transport links via the possible railway halt and links to the proposed Park and Ride</li> <li>• Could be linked to other facilities in the district centre</li> </ul> <p>Key Constraints and Uncertainties</p> <ul style="list-style-type: none"> <li>• Potential for significant traffic generation if large numbers of supporters travelled to the site by car and could create traffic congestion within the district centre and surrounding area</li> <li>• Could increase cross city traffic on the A1237 and key radial routes</li> <li>• Likely to be significant visual impact due to scale of stadium required – may have adverse impact on the character of the surrounding area</li> <li>• Option could cause noise and disturbance to existing and future residents</li> <li>• May discourage use of the district centre by local residents</li> </ul> <p>Key Opportunities and Enhancements</p> <ul style="list-style-type: none"> <li>• Opportunity for dual use of community facilities by schools as playing fields</li> <li>• Could increase opportunities for youth training and development</li> <li>• Opportunity for potential conference facilities and ancillary facilities such as hotel and</li> </ul> |

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|                       | restaurants which would create job opportunities  |
| 6) Community benefits | Whilst the development of a community stadium would be beneficial to future and existing residents within the city, provision at British Sugar is likely to result in a lower level of contributions than those generated by other uses. Land intensive stadium development would also displace housing and potentially add to congestion issues in the locality.   |
| 7) Evidenced approach | <p>Broad feasibility research for the provision of a community stadium was undertaken by the Council in 2006 and revealed a requirement for a 15000 person capacity stadium with a 126m x 80m pitch, a minimum of 8400 seats would be required to be covered. The facility was estimated to require a 2.2ha site as an absolute minimum and 3.5ha was deemed adequate for the stadium alone, not taking into account enabling development which was estimated at a further hectare with public realm. Current attendance levels were estimated to require 500 parking spaces if adopting a 20% modal split for cars, and as such were not deemed to require allocated parking. However facilities for disabled persons, directors, VIPs, teams, officials, staff, broadcasting companies and emergency services would be required. Other stadium developments were analysed and revealed a cost per seat of between £500 and £1400. Two indicative models of enabling development were worked up – one based on a commercial scheme and incorporating business/ offices, hotel and cultural facilities, the second scheme was based on community uses such as school and library.</p> <p>Subsequently a further study (2009) has been commissioned which considers preliminary market and feasibility for a 6,000 seater stadium (with potential to increase to 12,000 seater), together with ancillary facilities as part of a package of facilities. Four options are considered in detail including community uses and hotel/conference facilities. A high level financial appraisal and benefit analysis of each option is given with further costing, legal and technical feasibility work identified together with preferred development site selection to be undertaken later this year. The outcomes of the process will be considered within the context of the LDF.</p> |
| <b>Effective</b>      |   |
| 8) Viability          | High level viability assessment work has been undertaken in the 2009 Study. This has identified funding gaps for all options considered, despite the inclusion of some enabling development. Provision of a land intensive community stadium would not only displace development in York Northwest making a scheme less viable it would also impact on adjacent land values. It is also likely to potentially further reduce the viability of the remaining development within York Northwest area due to commercial enabling development associated with the stadium being removed from the wider viability package for York Northwest. Any viability assessment of this option would also need to take into account the high remediation and infrastructure costs in developing this site. Whilst further work is identified. at this stage, the option is considered to  |

|                   |  |
|-------------------|--|
|                   | be likely to have a high negative impact in terms of commercial viability due to implementation and opportunity costs.   |
| 9) Deliverability | The 2009 Study outlines 4 options for the management and delivery of a community stadium. Funding and the availability of a suitable site are a key barrier to delivery that must be overcome. Phasing would have to have regard to the practicalities of securing site access, the implementation of tram train and the requirements of future stadium users as well as fitting in with the developers programme for British Sugar.   |
| 10) Flexibility   | This option is relatively inflexible in terms of alternative approach once masterplanning has taken place. A flexible policy approach could be taken but due to the scale of infrastructure needed to facilitate this option alternatives may be expensive to implement.   |
| <b>Evaluation</b> | A decision on the future location of a community stadium will be taken once further feasibility work has been undertaken and will be considered in the strategic context of the Core Strategy. Notwithstanding this, there are funding, viability, deliverability issues and some sustainability concerns due to the level of traffic likely to be generated by this use. The response from consultation is generally not supportive of this location, although some favoured this option over York Central and there was support for the principle of a stadium. Given the city's strategic aspiration for a community stadium this option will be investigated further as part of the ongoing feasibility work and consequently is identified for further investigation. |



### 3.0 COMPARATIVE ASSESSMENT

#### 3.1 Employment Options

York Central emerged as a favoured location for B1 office accommodation, being identified in regional and local policy for a new office quarter as a result of its sequentially preferable and highly sustainable location in the city. Small scale provision to meet local needs is recommended as an option for British Sugar as part of any Local Centre.

B2 General and Light Industrial uses were found to inhibit viability and flexibility on both sites, with traffic congestion a particularly critical issue at York Central. Since the evidence base indicates limited requirements for B2 employment land, as well as other preferable sites, it is not recommended that these options are pursued, with the exception of accommodating relocated businesses, should this be required.

B8 storage and distribution uses were also found to have negative impacts at both sites in terms of viability, flexibility and sustainability, however, the evidence base identifies growth in this sector, and there may be a need to relocate existing businesses within this vicinity. Should this be the case, British Sugar emerges as the favoured location due to less adverse impact in terms of viability, congestion and wider sustainability issues.

**Figure 1**  
**Summary Evaluation of Employment Options**

| Option                                | Abandon | Explore | Pursue |
|---------------------------------------|---------|---------|--------|
| E1 B1 at York Central (urban quarter) |         |         | ✓      |
| E2 B2 at York Central                 | ✓*      |         |        |
| E3 B8 at York Central                 | ✓       |         |        |
| E4 B1 at British Sugar (Local Centre) |         |         | ✓+     |
| E5 B2 at British Sugar                | ✓*      |         |        |
| E6 B8 at British Sugar                | ✓*      |         |        |

\* subject to relocation requirements

+ small scale provision to meet local needs only

#### 3.2 Housing Options

In terms of housing density, option H1 (concentrating higher densities near the centre at York Central) emerged as favourable to option H2 (concentrating higher densities at transport interchanges). This was due to the timeframes and need to undertake investigative work associated with delivery of the tram train, and the need to maximise housing growth through the significant opportunities offered by York Central's sustainable urban location

In terms of housing mix, the favoured approach was to implement the SHMA findings as amended by the emerging Core Strategy, which will seek to achieve a balanced housing market within York. Alternative approaches were dismissed as being un-evidenced and less viable and deliverable. It is therefore recommended to take forward option H3, amended to reflect the approach in the emerging Core Strategy.

**Figure 2**  
**Summary Evaluation of Housing Options**

| Option                          | Abandon | Pursue |
|---------------------------------|---------|--------|
| H1 High density at York Central |         | ✓      |
| H2 high density at Interchanges | ✓       |        |
| H3 SHMA Housing mix             |         | ✓*     |
| H4 More houses than SHMA        | ✓       |        |
| H5 More flats than SHMA         | ✓       |        |

\* with amendments

### 3.3 Social Infrastructure Options

Evidence base work identifies capacity for new convenience retail provision within the city to 2017 as well as a gap in existing provision in the Northwest quadrant of the city. Analysis of the size of existing local centres relative to population served reveals a broad requirement for a scale of provision which would equate to either one district or two local centres at York Northwest. Policy and sustainability criteria support provision of services which are accessible, by walking/cycling to their catchment community

In terms of locational strategy, a dispersed model of provision as outlined in option S4 emerges as the least favoured approach due to concerns about viability and deliverability. Provision of district centres (options S1 & S2) results in a less accessible mode of provision, as well as intensifying some concerns centred around sustainability. Option S4; provision of two local centres, emerges as the favoured approach, offering a sustainable and equitable method of facility distribution, fitting with the city wide picture of existing provision and offering flexibility benefits.

Comparison retail provision at York Central (option S5) had clear benefits in terms of viability and deliverability and broad support in evidence and sustainability terms, however the scale of provision is a crucial issue, having important implications in terms of impact on city centre retail vitality and viability. Further evidence base work currently being undertaken should give greater guidance on this issue.

**Figure 3**  
**Summary Evaluation of Social Infrastructure Options**

| Option  | Abandon | Explore | Pursue |
|---|---------|---------|--------|
| S1 District Centre at York Central/smaller at British Sugar | ✓       |         |        |
| S2 District Centre at British Sugar/smaller at York Central | ✓       |         |        |
| S3 2 Local Centres  |         |         | ✓      |
| S4 Smaller facilities                                       | ✓       |         |        |
| S5 Comparison at York Central                               |         | ✓       |        |

### 3.4 Culture and Tourism Options

Option C1 which develops a cultural area around the NRM with linkages to the cultural area across the river to the Minster, is the favoured location for additional cultural facilities. This option would integrate the rail museum and any other cultural and tourism facilities on York Northwest with the wider city, leading to enhanced cultural and tourist facilities. The location is in close proximity to sustainable transport modes which, given its wider regional, and national role will be important.

Whilst Option C2 would take advantage of proximity to transport facilities, the British Sugar site would be less well integrated with the city centre and existing cultural and tourist

facilities, likely to be less viable and would not meet the Councils aspirations for an improved and integrated cultural quarter.

The provision of an additional high quality hotel within York Central in Option C3 would further the objectives of regional/local policy and Visit York for tourism within the city. The option would increase tourism activity and lead to tourist facilities in close proximity to the city centre, although the star rating of any hotel would be market led. Provision of a high quality hotel at British Sugar (Option C4) would be less well integrated with the cities existing tourist offer, likely to lead to less sustainable modes of transport and potentially would be less viable.

Option C5 would provide an excellent sustainable form of achieving a high level of integration with the city centre, facilitating provision of an integrated urban quarter at York Central with the adjoining city centre. Subject to further feasibility work on costings it is recommended that this option is pursued.

**Figure 4**  
**Summary Evaluation of Culture and Tourism Options**

| Option                                | Abandon | Explore | Pursue |
|---------------------------------------|---------|---------|--------|
| C1 NRM linked to Museum Gardens       |         |         | ✓      |
| C2 Key transport nodes                | ✓       |         |        |
| C3 4/5* hotel at York Central         |         |         | ✓      |
| C4 4/5* hotel at British Sugar        | ✓       |         |        |
| C5 Pedestrian/cycle bridge over river |         | ✓       |        |

### 3.5 Transport Options

The approach to transport planning, set out in policy documents at national, regional and local level, is to promote change in patterns of travel, with cycling/ walking the preferred mode, followed by public transport and with private motor car use the least favoured option. This hierarchy promotes sustainable travel choices, is supported in wider strategies and in the vision and objectives of the AAP. The options presented in the consultation document were categorised into vehicular, public transport, and pedestrian/ cycle access options and are appraised under each of these categories.

#### Vehicular Access Options

The York Northwest transport strategy will reflect this hierarchy, with infrastructure provision configured to promote as high a proportion of trips as possible by more sustainable modes. Clearly though, some trips, by virtue of their distance or points of origin and destination, will be undertaken by private motor vehicle, and these trips, alongside road based public transport movements, must be catered for through providing access to the sites from the highway network in the optimal manner.

Vehicular access options have been appraised in terms of their impact on the wider road network through transport modelling, with those options least likely to exacerbate unsustainable congestion being favoured. This has led to an emerging strategic approach of limiting direct vehicular access to the congested city centre, using the Outer Ring Road and key radials. As well as this principal consideration, further issues relating to individual access points, including cost, deliverability, impact on 3<sup>rd</sup> parties, consultation responses and environmental impact are factored into detailed appraisal of each of the options. The detailed appraisal is leading to an emerging access approach which will be further refined as a result of ongoing transport work:

## York Central

Principal Access: Water End (T1)  
Holgate Business Park (T2)  
Restricted Access: Queen Street (T3) (Public Transport Only)  
Marble Arch (T14) (Public Transport only)  
Leeman Road (T5) (restricted traffic flows – no through access to city centre)

## British Sugar:

Principal Access: Millfield Lane (T6)  
Former Manor School (T10) or Civil Service Sports Ground (T7)  
Restricted Access: Plantation Drive (T8) (restricted traffic flows - part site)  
Ouse Acres (T11) (restricted traffic flows - part site)

## **Public Transport Options**

Provision of tram train (Option T15) received widespread support in consultation and, as a highly sustainable mode of transport, integrating the site with York and the wider Leeds City Region, was also supported in the national, regional and local policy framework as well as wider strategies. However, this support was tempered by a degree of pragmatism as to the longer term nature of delivery of this option, its high costs, and its dependencies on development in the wider region. It is proposed that the tram train be taken forward as an option and that, should the timeframes and general uncertainties surrounding delivery not be adequately resolved, requisite land/ facilities be safeguarded from development through the AAP as a bare minimum to build in flexibility in the longer term and allow for reassessment should this be required.

Option T20 proposed a local interchange at British Sugar, to incorporate a tram train halt. It is not proposed to take forward the idea of an interchange in this location since its peripheral nature would result in limited services using the facilities and therefore viability/ deliverability issues. Instead, it is anticipated that a tram train halt should be provided at British Sugar (unless operational/ feasibility issues dictate otherwise), and any bus services could potentially be routed so as to offer accessibility to the rail halt.

Options T16- T19 relate to the location of a proposed transport interchange at York Railway Station. Provision of a multi-modal interchange is a strategic objective of the Council and is supported in policy documents and wider strategy, as well as receiving public support in consultation. An interchange would facilitate travel by public transport; making it more convenient, reducing journey times, and potentially increasing the cities capacity to accommodate services. This would increase patronage of public transport at the expense of trips made by car, leading to more sustainable patterns of travel. Of the presented locations, due to their proximate location, it was only possible to differentiate significantly between options on the basis of cost and engineering feasibility, with rail infrastructure, historic fabric and built constraints acting as limiting factors to varying degrees. Under this analysis, Option T19 emerged as the favoured location, with an interchange split East/ West of the station allowing city services and York Northwest services to interface with the station independently. Further work would be required in order to establish the configuration of any facility, as well as a business/financial case being secured, outlining additional funding sources.

## **Pedestrian and Cycle Access Options.**

In order to promote sustainable travel patterns and integration with the adjoining communities, the approach taken to pedestrian and cycle access options is one of maximising connectivity. However, limiting factors to this approach have been financial viability and deliverability.

As a result of these factors, existing access points, and those that would be provided alongside a favoured vehicular access options have been taken forward. Alongside these,

new strategic linkages to the City Centre, areas of existing open space and the national/ local cycle network will be included in the options to be taken forward for further detailed investigation.

### York Central

New Linkages: New Bridge Across River (T21/ C5)  
Queen Street (T33)  
Holgate Business Park (T24)  
Holgate Road (T34)  
Along Railway Lines (T22)  
Water End (T32)  
Through Railway Station (T25)

Existing Linkage: Wilton Rise (T26) (Improvements)  
Marble Arch (T27) (improvements)

### British Sugar

New Linkages: Former Manor School Site (T28)  
Ouse Acres (T29)  
New bridge across river at Clifton Ings (T31)

Existing Linkage: Plantation Drive (T30)

**Figure 5**  
**Summary Evaluation of Transport Options**

| Option                                  | Abandon | Explore | Pursue |
|---|---------|---------|--------|
| <b>Vehicular Access Options</b>         |         |         |        |
| T1 Water End                            |         |         | ✓      |
| T2 Holgate Business Park                |         |         | ✓      |
| T3 Queen Street                         |         |         | ✓PT    |
| T4 Holgate Road/Acomb Road              | ✓       |         |        |
| T5 Leeman Road                          |         |         | ✓RA    |
| T6 Milfield Lane                        |         |         | ✓      |
| T7 Civil Service sports ground          |         |         | ✓      |
| T8 Plantation Drive                     |         |         | ✓RA    |
| T9 Great North Way                      | ✓       |         |        |
| T10 Former Manor School                 |         |         | ✓      |
| T11 Ouseacres                           |         |         | ✓RA    |
| T12 Along railway line                  |         | ✓       |        |
| T13 Allotments                          | ✓       |         |        |
| T14 Marble Arch                         |         |         | ✓PT    |
| <b>Public Transport Access Options</b>  |         |         |        |
| T15 Tram train                          |         |         | ✓      |
| T16 Interchange/east of station         | ✓       |         |        |
| T17 Interchange Queen Street            | ✓       |         |        |
| T18 Interchange/ Marble arch/ west      | ✓       |         |        |
| T19 Interchange east/west               |         | ✓       |        |
| T20:Local interchange British Sugar     | ✓       |         |        |
| <b>Pedestrian/ Cycle Access Options</b> |         |         |        |
| T21 Across River Ouse                   |         | See C5  |        |
| T22 Link along railway via Water End    |         | ✓       |        |
| T23 York Business Park                  |         | ✓       |        |
| T24 Holgate Business Park               |         |         | ✓      |
| T25 Through Railway Station             |         | ✓       |        |
| T26 Cinder Lane/Wilton Rise             |         |         | ✓      |
| T27 Marble Arch                         |         |         | ✓      |
| T28 Former Manor School                 |         |         | ✓      |
| T29 Ouseacres                           |         |         | ✓      |

|                      |   |   |   |
|----------------------|---|---|---|
| T30 Plantation Drive |   |   | ✓ |
| T31 Across River     |   | ✓ |   |
| T32 Water End        |   |   | ✓ |
| T33 Queen Street     |   | ✓ |   |
| T34 Holgate Road     |   | ✓ |   |
| T35 Royal Mail       | ✓ |   |   |

RA: Restricted vehicular access only

PT: Public Transport only

### 3.6 Open Space Options

The location of a community stadium within the city is to be determined as part of ongoing work. The possible locations put forward in the Issues and Options report will be considered as some of a number of sites for analysis to determine a preferred location.

Notwithstanding this, the above work has identified a number of viability, deliverability and sustainability issues which will need to be considered in the context of the York Northwest work in addition to those identified in the Stadium Study work. Given the strategic aspiration for a community stadium in York and in the light of the current locational uncertainty for this, it is recommended that the three options are taken forward for further investigation at this stage.

**Figure 6**

#### Summary Evaluation of Open Space Options

| Option                                  | Abandon | Explore | Pursue |
|---|---------|---------|--------|
| O1 Adjacent to Railway station          |         | ✓       |        |
| O2 Northern end of British Sugar        |         | ✓       |        |
| O3 British Sugar linked to DC/rail halt |         | ✓       |        |

### 3.7 Summary Table of Options

Figure 7  
Summary Evaluation of all options

| Option                                  | Abandon | Explore | Pursue |
|---|---------|---------|--------|
| <b>Options</b>                          |         |         |        |
| E1                                      |         |         | ✓      |
| E2                                      | ✓*      |         |        |
| E3                                      | ✓       |         |        |
| E4                                      |         |         | ✓+     |
| E5                                      | ✓*      |         |        |
| E6                                      | ✓*      |         |        |
| H1                                      |         |         | ✓      |
| H2                                      | ✓       |         |        |
| H3                                      |         |         | ✓**    |
| H4                                      | ✓       |         |        |
| H5                                      | ✓       |         |        |
| S1                                      | ✓       |         |        |
| S2                                      | ✓       |         |        |
| S3                                      |         |         | ✓      |
| S4                                      | ✓       |         |        |
| S5                                      |         | ✓       |        |
| C1                                      |         |         | ✓      |
| C2                                      | ✓       |         |        |
| C3                                      |         |         | ✓      |
| C4                                      | ✓       |         |        |
| C5                                      |         | ✓       |        |
| O1                                      |         | ✓       |        |
| O2                                      |         | ✓       |        |
| O3                                      |         | ✓       |        |
| T1                                      |         |         | ✓      |
| T2                                      |         |         | ✓      |
| T3                                      |         |         | ✓PT    |
| T4                                      | ✓       |         |        |
| T5                                      |         |         | ✓RA    |
| T6                                      |         |         | ✓      |
| T7                                      |         |         | ✓      |
| T8                                      |         |         | ✓RA    |
| T9                                      | ✓       |         |        |
| T10                                     |         |         | ✓      |
| T11                                     |         |         | ✓RA    |
| T12                                     |         | ✓       |        |
| T13                                     | ✓       |         |        |
| T14                                     |         |         | ✓PT    |
| <b>Public Transport Access Options</b>  |         |         |        |
| T15                                     |         |         | ✓      |
| T16                                     | ✓       |         |        |
| T17                                     | ✓       |         |        |
| T18                                     | ✓       |         |        |
| T19                                     |         | ✓       |        |
| T20                                     | ✓       |         |        |
| <b>Pedestrian/ Cycle Access Options</b> |         |         |        |
| T21                                     |         | See C5  |        |
| T22                                     |         | ✓       |        |
| T23                                     |         | ✓       |        |
| T24                                     |         |         | ✓      |
| T25                                     |         | ✓       |        |

|     |   |   |   |
|-----|---|---|---|
| T26 |   |   | ✓ |
| T27 |   |   | ✓ |
| T28 |   |   | ✓ |
| T29 |   |   | ✓ |
| T30 |   |   | ✓ |
| T31 |   | ✓ |   |
| T32 |   |   | ✓ |
| T33 |   | ✓ |   |
| T34 |   | ✓ |   |
| T35 | ✓ |   |   |

- \* subject to relocation requirements
- \*\* with amendments
- + small scale to meet local needs only
- RA Restricted Access only
- PT Public Transport only