

PLANNING BRIEF YORK CENTRAL



March 2004



Directorate of Environment and Development Services

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FOREWORD

1. This Planning Brief was agreed by the Council's Planning Committee on 24 April 2003 with a boundary amendment agreed on 25 March 2004. It sets out the Council's aspirations for the future of the York Central site as well as the physical and policy constraints to development.
2. A draft Brief was agreed for consultation in October 2002 and a programme of consultation carried out for 9 weeks between November 2003 and January 2004. Consultation responses to the draft Brief were received up until the end of March and were reported to Committee together with suggested revisions to take account of the responses.
3. This Brief interprets the formal policies in the Local Plan and should be read in conjunction with the Plan. It will be a material consideration in the determination of planning proposals for the area and will be adopted as Supplementary Planning Guidance to the Local Plan, once the Local Plan is adopted.

1. INTRODUCTION

- 1.1 This Planning Brief sets out the planning framework for the comprehensive development of York Central. The development of this site is a new initiative, aimed at creating a modern central business district for the City, complementing the historic core, expanding the diversity of the City's urban economy and increasing housing choice.
- 1.2 A significant proportion of the City's forecast growth in employment and housing requirements could be accommodated at York Central, with all the advantages of accessibility and sustainability. Its size and location makes it possible to create a modern development of very highest quality, matching, in the modern idiom, the architectural standards achieved over the centuries in the historic City.
- 1.3 The York Central site is located adjacent to the existing City Centre and is identified in the third set of pre-inquiry changes to the City of York Draft Deposit Local Plan (referred to as the Local Plan for the purposes of this Brief). The policies were approved by Members, November 2002, and public consultation carried out between January to March 2003 with a Public Inquiry expected late 2003. This Planning Brief interprets the formal policies in the Local Plan, as they apply to the development of the York Central area. This Brief should be read in conjunction with the Local Plan and will be a material consideration in the determination of development proposals for the area. It will act as Supplementary Planning Guidance to the Local Plan, once the Local Plan is adopted. If the Local Plan policies are amended through the consultation and Inquiry process this will be reflected in amendments to this brief.
- 1.4. The Local Plan aims to balance the competing priorities of modern economic growth, environmental sustainability and conservation. Among the specific challenges facing the city is the need to provide the high quality land required to secure the future economic well being of the city while also containing the loss of valued green field sites. The Council places a high priority on the use of previously developed land, particularly in the centre where there is the greatest opportunity to reduce the need to travel by private car. The achievement of the envisaged York Central site would help deliver the Council's vision for York as a vibrant sustainable City with a strong focus on it's centre. It would provide an opportunity for modern life and business to develop adjacent to the historic walled city and main railway station, while preserving the city's unique heritage for the future.
- 1.5 The walled city is heavily constrained in terms of availability of land for development and tight planning controls. York Central would allow growth in this central location which would complement rather than compete with the existing city centre without damaging the fragile fabric of the historic core. Modern employment premises will increase job choice and job accessibility in the city and could also contribute towards the maintenance of a weekday, all year round customer base for the nearby city centre shopping area.

- 1.6 The area covered by this Planning Brief contains approximately 30 – 35 hectares of potential redevelopment land. The land is currently in a number of different ownerships and development is severely restricted by poor road access.
- 1.7 In order to maximise the opportunity provided by this site, Local Plan policies require a comprehensive approach to development. This Brief has been prepared for the York Central site, setting out the development framework and key planning, economic development, environmental, highways and transport objectives to ensure that piecemeal development, which could frustrate the overall comprehensive development of the site, is not allowed. The Brief also provides a context for the York Central site by including the surrounding areas which are included in the Local Plan Action Area allocation and which, if developed without reference to York Central, could compromise the overall redevelopment opportunity.
- 1.8 An approved Master Plan, which accords with the requirements and advice in this Brief, will be required before development can be considered for the site.
- 1.9 The description of the York Central area is set out in Annex 1

2. VISION AND KEY OBJECTIVES

- 2.1 An area of such exceptional size, location and potential as York Central requires development proposals of the highest quality. The people of York and those who work in and visit the City will require York Central to be developed to the highest standard and in a strategic way that sees the site as enhancing the City.
- 2.2 The Council's vision for the development of York Central is that it will provide high quality of life opportunities for future generations, through the creation of a modern, central business district, attractive, exciting, sustainable in its design, mix of activity and transport system, complementary to the city's Historic Core, expanding and diversifying the City's urban economy, housing choice and cultural life.
- 2.3 This vision can be realised if the following key objectives are achieved:
- An overall Master Plan is agreed for the site and the area re-developed in a comprehensive, rather than piecemeal manner.
 - A high quality development which incorporates high standards in the design of buildings and the spaces between them. It should extend beyond landmark buildings and quality materials to the creation and design of the grain of the area and incorporate vitality and diversity. One of the stated aims of CAFE (Commission for Architecture and the Built Environment) which seeks to prioritise quality of the built environment is "to promote design which is fit for purpose, sustainable, responsive to context, good looking, coherent, flexible and an expression of functional requirements". This reflects the standard of quality development which is sought at York Central.
 - A quality of development whose design and architecture will make people want to visit it in its own right.
 - The creation of a modern mixed use office core which comprises well designed buildings and provides for the City's growing economy. It should be able to cater for large floor plate, raised floor, ICT equipped offices needed to support the efficient operation of modern, knowledge based businesses, including, the Science City, ICT and Arts and Heritage clusters.
 - Grouping these office buildings around attractive, distinctive and well-landscaped public spaces, designed for people.
 - At street level providing uses such as restaurants, bars, shops, leisure and cultural facilities, needed to animate the public realm and enliven the central business district. Creating the conditions needed to attract the kinds of knowledge based businesses that value and thrive in City Centre locations.

- Inter-mixing the office buildings with one or more high quality hotels to promote and support the City's valuable business tourism sector, capitalising on the conferencing strengths of the National Railway Museum.
- Inter-mixing residential uses within and surrounding the commercial core. Offering a range of City Centre life styles, making the option available to a much larger share of York's community, supported by essential community facilities.
- Making the Railway Station a focal point for the scheme and also a focal point for a transport interchange. Integrating with both the new development and the existing walled city, and creating important links between them. Recognising the role of the Station as providing strategic access into the rail network.
- Placing the National Railway Museum within a setting which will help it fully to develop its potential to act as an emblem for the City and catalyst for the development of a new iconic cultural attraction.
- Creating a sustainable transport development designed around people not cars
- Ensuring the site is well connected, city wide, by all forms of transport

2.4 Part and parcel of this vision is taking advantage of the new central business district to increase job choice and job accessibility in the City, following best regeneration practices in linking the benefits of the redevelopment, training, community empowerment, from the redevelopment stage through construction and occupation of the new development, linking in to and enhancing sustainable transport in the City generally. Most particularly, the huge scale of the scheme presents very significant opportunities for reducing pockets of disadvantage and exclusion in York.

2.5 The requirements covered in this Brief set out in more detail the considerations a developer must take into account in bringing forward redevelopment proposals for York Central, in order to achieve the vision and objectives set out above.

3. ECONOMIC AND CULTURAL CONTEXT

- 3.1 Proposals for York Central must be tested against the economic and cultural requirements for the City, alongside the planning, transport and environmental objectives set out in this Brief.

Economy

Central Business District

- 3.2 York is playing an increasingly influential role at the regional and sub-regional level of the economy. There are clear references to the city within Yorkshire Forward's Regional and Sub-Regional Action Plans which identify the importance of joint work on York Central, Science City York and inward investment related activity. All this means a significant injection of funding for the city. The Regional and sub-Regional agenda is therefore assuming greater importance within the context of the City Council's own Economic Development Programme. The Council has already responded to Yorkshire Forward's review of its Regional Economic Strategy and continues to ensure that the rolling review of the Sub-Regional Action Plan reflects the city's interests and potential.
- 3.3 Yorkshire Forward has been reviewing the Regional Economic Strategy and has looked in detail at the role of tourism in the regional economy and how the industry should feature within the overall strategy. The result is that tourism is now identified as a key sector and funding will be available for action from 2003/04 onwards, as part of both the Regional and Sub-Regional action planning processes. Emphasis will be placed on business tourism, investment in the product and overseas markets. York Central can add value to the regional tourism economy as a whole, simultaneously bringing benefit to the city.
- 3.4 Likewise further research, jointly sponsored by the City Council and Yorkshire Forward is now underway which will clarify York's existing role and future potential as a "core city" and economic driver within the region (alongside Leeds, Sheffield, Hull and Bradford). This study is to produce an action/delivery plan, complete with outcomes, which will connect with the Council's Economic Development Programme and the Regional Economic Strategy and its action plans. It is envisaged that the importance of York Central will be fully underlined in this strategic work.
- 3.5 York City Centre, despite its other strengths, currently has a lower proportion of economic activity in the key sectors, compared to other cities in the region. Total office stock in York is currently about 160,000 sq metres, compared to 590,000 sq metres in Bradford, 275,000 sq metres in Hull and 1.2 million sq metres in Leeds (2001 figures)
- 3.6 There are few large centrally located quality sites in York available for modern offices. This lack of supply has and will continue to constrain potential medium to long-term growth in the City. Consequently, York needs a central

office quarter offering an attractive environment, good transport links and sufficient space to accommodate large floor-plate developments, in order to achieve its economic potential, support business competitiveness, encourage stability and promote growth in the City and region. There is potential to link the Science City, tourism and cultural/leisure agenda of the Council. This will need to be fully explored in the development of York Central.

- 3.7 Social enterprise is a key component of the Economic Development Strategy for the city. Ensuring that there is a range of jobs available to suit the skills of the local people together with skills training to ensure local people have the necessary skills to compete for available jobs is crucial to combat social exclusion. The developer will be expected to work with the Council at the masterplanning stage to ensure that the development is linked to the economic development objectives of the Council, reflect the need for lifelong learning and address social exclusion in the jobs market.

Training

- 3.8 The potential for job creation linked to York Central is immense; both in the construction phase and in the finished development. The Council will require the developer to enter into a Section 106 Agreement to ensure that skills training is linked to development to ensure local people can take advantage of employment possibilities and encourage the use of voluntary local labour agreements with developers. It will be important to establish a local employment principle for the site within the Master Plan framework.

Tourism

- 3.9 The growing economic importance of the leisure industry and the significant role it can play in job creation is recognised in identifying the site as suitable for an element of leisure development. York currently attracts 4 million visitors a year and it is estimated that £247 million a year is spent by tourists in shops, restaurants, hotels and visitor attractions. Tourism is a major employer in the City.
- 3.10 Science City York is currently generating its own business tourism and this will continue to grow. There is an opportunity to further develop tourism, linked to the proposed central business district, comprising business conferencing, hotels, etc. In addition, there is also an opportunity to capitalise on the existing quality facility at the National Railway Museum, which is already a thriving, cultural, educational and tourist attraction. A new leisure or tourism-based development could take advantage of the substantial numbers of visitors which the National Railway Museum attracts.

Culture

- 3.11 The City Council, in partnership with the County Council, the eight District Councils and the two National Parks in North Yorkshire, and in collaboration with regional agencies and consultation with neighbouring authorities, has developed a cultural framework for York and North Yorkshire – *Special Place*,

Special People. The City Council has adopted this as its cultural strategy and is now working to implement the action plans.

- 3.12 Special Place, Special People emphasises the fact that culture is about people, who they are and how they communicate to others. People express their cultural identity through what they eat, wear, say, believe, produce and do. Culture helps to develop identity and sense of place and is about how people live their lives rather than a list of specific activities and services. It is about quality of life for individuals and communities and the development of York Central is an opportunity to make the City a more healthy, vibrant and successful place to live and work.
- 3.13 The development of York Central is important as it will allow the creation of a new cultural heritage for the future. It will afford the opportunity to develop new buildings which are on a par with the best of the existing built environment, and which create opportunities to develop people and their culture, through social and physical access and through new experiences which widen horizons. Culture is both valuable in its own right and has great instrumental benefits through economic development, health improvement, social inclusion and education. Cultural projects can bring both external prestige and, at the same time, benefit York's citizens. Culture benefits the City both directly through its existing heritage and indirectly by helping to attract and retain creative talent in the City. The existing culture and heritage of York demands that the development of York Central is the same very high quality.

4. SITE DEFINITION AND PLANNING CONTEXT

Site Definition

- 4.1 A description of the site is set out in Annex 1 and shown on Plan 1. The site comprises two distinct areas of land, shown on Plan 2: The York Central redevelopment opportunity and the remainder of the Action Area, ie the land which surrounds the development site. Both areas are included in the Planning Brief as it is essential that the York Central site is not seen in isolation. The redevelopment must be well related to the whole City in terms of design, relationship with the historic core of York and physical transport connections. The surrounding areas, as shown on the plan, which are part of the Action Area designation in the Local Plan are particularly important in relation to provision access into the site. New cycle/pedestrian and road links will be required and the site will need to be integrated into the rest of the City.

York Central

- 4.2 Shown outlined in black on plan 2. This area is the major development opportunity, i.e. land with potential for redevelopment, as part of a comprehensive mixed-use scheme, in accordance with an approved Master Plan for the whole site.
- 4.3 Key facts about York Central.
- It is a brownfield site, in the central area of York.
 - It has a developable area of about 30 – 35 hectares.
 - It is located in close proximity to the established City Centre core, providing an opportunity to extend the City Centre area, providing additional land needed to diversify and expand.
 - It includes a number of prestigious buildings: the National Railway Museum, including the listed former goods station, weigh office, gate piers and gates, the Railway Station (Grade II* listed), a water tank and workshop on the Railway Institute site (Grade II listed) which will remain on the site and need to be integrated into the final development such that their character and setting are safeguarded. Other buildings on the site are being considered by the Secretary of State for listing. If any of these are eventually listed, these will also need to be integrated within the final development. (see Plan 3)
 - It includes new housing developments at St Peters Quarter, and The Crescent, both on Leeman Road and two older terraces, Carleton Street and Carlisle Street, which will also need to be integrated into the new development. The remainder of the site is included in the potential redevelopment opportunity. This includes a number of businesses along Leeman Road, National Rail Supplies adjacent to the Station, Railway

Institute Sports Facilities, GNER and NCP Car Parks and Holgate Villas offices.

- Large areas of York Central are currently under-used or vacant. Much of the land is over-grown by scrub.
- Areas of the site are utilised by rail lines and sidings, many of which are under-used and could be consolidated to free-up areas of land for redevelopment, if agreed by the Rail Regulatory Bodies. However any proposals which impact upon the existing rail infrastructure are strictly governed by Rail Regulatory procedure. The Network Rail Signalling Centre will need to remain on site due to technical operational difficulties of relocating it.
- Although the site is adjacent to the City Centre area, apart from one road through the site, Leeman Road, the main part of the site is essentially locked off from the rest of the City and Holgate Park: on the east by the Railway Station and the East Coast Main Line (ECML); on the southern side by rail sidings (Klondyke) and the freight avoiding line (FAL); and on the west by Water End road bridge which has no links into the site. These are barriers into the site.

Surrounding Area

- 4.4 Shown hatched on plan 2. This is the land around the periphery of the potential redevelopment site, which, if developed prior to agreement of a Master Plan, could affect the ability for a comprehensive, high quality, mixed use development scheme on York Central. This relates particularly to the need to build a number of road bridges over the railway lines, which totally surround the site, to allow vehicular access into the area.
- 4.5 This land comprises a number of key sites:
- Land adjacent to Holgate Beck and Water End (Millennium Green).
 - Royal Mail, York Mail Centre (The Mail Centre)
 - Holgate Park.
 - Transport corridor to the Outer Ring Road.
- 4.6 These sites are potentially important to maximise the development opportunity of York Central and should be seen in the context of the Master Plan. See Section 7 of this Brief.

Local Plan Policy: Action Area Designation

- 4.7 This Brief provides supplementary planning guidance to the policies and standards set out in the City of York Deposit Draft Local Plan, to which all developers should refer. A summary of the Planning Policy framework for the site is included in Annex 2.

- 4.8 Chapter 15 of the Local Plan refers specifically to York Central and designates York Central and the surrounding areas as an Action Area. The purpose of the designation is to show the commitment of the Council to ensure the whole area is developed comprehensively. It will ensure that an integrated, mixed use development proposal is brought forward in line with this Planning Brief and an approved Master Plan, rather than piecemeal development for individual parts of the area; ensuring that land owners and developers work together to bring forward a comprehensive scheme.
- 4.9 The need to pursue a comprehensive scheme on the site emerges not only from the benefits such an approach will have on design and integration of uses, but also from the requirement to cross finance the substantial infrastructure needed to bring forward any development on the site. Realising the development potential of York Central will require the assembly of the site, large scale clearance, remediation and infrastructure works, both on and off site. It is therefore necessary to safeguard the Action Area from piecemeal development, until comprehensive redevelopment proposals can be brought forward.
- 4.10 There are a number of existing businesses both within the York Central development site and in the surrounding areas, eg NRM, Jarvis, York Business Park, Holgate Park and The Mail Centre. These businesses will need to continue to operate while a master plan for the York Central site is being progressed. Planning applications which come forward in relation to the continuation of existing activities in the Action Area will be assessed against their potential impact on the comprehensive approach to York Central.
- 4.11 Similarly rail infrastructure and rail related facilities will retain the permitted rights to enhance facilities, assessed against the need for a comprehensive approach to the site.
- 4.12 There are also a number of businesses within York Central which would need to relocate in order to redevelop their sites in accordance with a comprehensive mixed use scheme for the area. These include businesses along Leeman Road, National Rail Supplies and businesses in the vicinity of Queen Street. These properties can only be redeveloped in accordance with a comprehensive masterplan. The Council is keen to work with the businesses to ensure that local jobs are retained in the City.
- 4.13 The Council has not resolved to use Compulsory Purchase Order (CPO) powers to assemble the York Central site. However the Regional Development Agency also has powers to acquire land and may use them to facilitate regeneration of this site. A CPO strategy for the site would be required.

Master Planning

- 4.14 The Council will protect the whole York Central development site for comprehensive redevelopment in accordance with an agreed framework

Master Plan for the site, which accords with this Planning Brief. The obligation for the preparation of the master plan will rest with the proposed developer. This master plan may form part of an outline planning application for the site.

- 4.15 The Master Plan boundary is dictated by the boundary of the redevelopment opportunity and will show how York Central links to the rest of the City, including the main access points and gateway sites. The surrounding areas will not be included in the overall master plan for York Central, except to show potential access links into York Central. The development of the sites listed in para 4.5 can be progressed ahead of comprehensive development, once the master plan process has established how the transport links into the site function and the contribution these surrounding sites make to the transport solution.
- 4.16 The Master Plan will include an urban design analysis (see para 6.1 – 6.3) and set the design framework for the whole area – the plan framework, the public realm, the scale, massing and height of buildings, the key gateways into the site, links with the City Centre and the rest of York, the broad framework for the location and mix – horizontal and vertical – of uses within the site.
- 4.17 The Master Plan design framework must:
- Incorporate design principles which will promote high standards in the design of buildings and the spaces between them, ensuring a quality development which is sustainable, responsive to context, flexible and incorporates vitality and diversity.
 - Lay out the pedestrian, cycle and vehicular routes within York Central, specifying the particular functions of the different elements of the layout, ensuring the objectives for the integration of the site with the rest of the City and its accessibility by all users and modes of transport can be met.
 - Specify the means of access into and within the site by all modes (cycle, foot, bus, car, taxi, coach and other public transport modes)
 - Specify the location and means of access to parking provision, serving both the development and the Station, ensuring comfortable pedestrian access between parking areas and activities, both day and evening.
 - Take account of the noise, vibration and air quality implications of the existing and proposed transport links on the proposed development and should inform the planning process when considering the transport options and access arrangements.
 - Specify the location and features of new high quality public open space, as an integral part of the scheme, ensuring that new space is capable of being animated by the ground floor uses which surround it, both during the day and evening.

- Specify location and features of public open space and community facilities within the creation of a new residential community
 - Specify the location, broad specification of and access arrangements for a new transport interchange, which will meet the needs of users and operators.
 - Define the physical inter-relationship between York Central and the City Centre, ensuring that the new development complements the historic City.
 - Identify the development parcels within the comprehensive development site and broadly specify the scale and mix of uses to be accommodated on each, with the aim of achieving a vertical, as well as horizontal, mix of uses, that ensures a vital, active and attractive part of the City, throughout the day and evening.
 - Ensure that development parcels are capable of being serviced.
 - Identify the scope for remodelling or re-configuring existing National Railway Museum buildings and the Marble Arch access route so that they are fully integrated within the Master Plan and make a positive contribution to the objectives for the appeal, interest, vitality and liveliness of the site.
 - Identify the scope for appropriate modifying of the Railway Station to ensure its full integration within the scheme.
 - Specify means of integrating the new development with existing housing areas and listed buildings within the overall design for the site.
 - Specify the means of visually and functionally integrating the whole of the redevelopment opportunity with the wider city
 - Specify how existing rail operations/facilities will be incorporated into the scheme and identify opportunities to rationalise rail lines on the site.
- 4.18 The master plan will require a cultural statement which shows how it relates to people, differentiating between different groups/types of people using the site and its facilities at different times of the day (residents, workers, communities, visitors etc).
- 4.19 Consultation Strategy - A consultation strategy will need to be agreed by the Council at an early stage of the master planning process. The strategy will be for full consultation with the community, businesses and also landowners within the site and the Action Area boundary, with details of how everyone will be involved at the various stages of the emerging master plan. Early involvement is crucial to ensure full support for the proposals. The Council proposes to set up a Stakeholder/Reference Group involving City-wide interest groups such as CABE and English Heritage to consider the implications of the master plan, as it emerges, for the City. The master plan consultation strategy will need to show how it intends to engage with this Group.

- 4.20 Delivery Strategy – York Central is a large and complex site to develop. It is currently in a number of different ownerships and is likely to take in the region of 10-15 years to complete. In order to show how comprehensive development can be achieved, the master plan will include a delivery strategy prepared in consultation with the landowners on the site. The strategy will indicate timescale for the development of the site, a phasing plan and also provide details of how key development sites will be assembled. If CPO is needed to assemble the site a CPO strategy will be required. The delivery strategy will reflect market issues and will need to be capable of responding to changes in the market over the period of the development.
- 4.21 Implementation Strategy – The master plan will need to strike a balance between providing a coherent framework for planning the site, while allowing for the design of individual buildings, perhaps by different architects and through architectural competitions for key sites. It needs to be able to respond to changes in needs, uses and technologies which may occur over the 10 – 15 year timescales anticipated for building out the master plan. This will be reflected in the implementation strategy for the master plan, which will set out design codes for individual development sites in York Central, ensuring consistency across the site as a coherent development as a whole but also allowing innovation and imagination in the development of individual sites. Planning Briefs may be required for sensitive sites such as the Railway Station.
- 4.22 The Council requires that the results of the consultation are incorporated into the final master plan report. The Council will then, subject to a satisfactory outcome to the consultation exercise and the developer's response to it, formally approve the Master Plan and the framework for the development of the York Central Area alongside the Supplementary Planning Guidance and it will become a material consideration in the Council's determination of the comprehensive development proposal for York Central.

5. TRANSPORT REQUIREMENTS

Background

- 5.1 York Central represents an excellent opportunity to create a highly accessible development where demand for car travel, through choice, will be low. This will require the creation of a uniquely sustainable extension to York City Centre with a high quality urban environment designed around people not cars.
- 5.2 The Council is committed to implementing sustainable transport and planning policies to help control traffic generation and air pollution in line with Government guidance in PPG1, PPG6, PPG13 and the Transport White Paper. The development of York Central as a central business district will require transport solutions which contribute to the City's aims for sustainable transport, as set out in the Local Transport Plan objectives. A comprehensive transport plan is needed for the site, within the overall masterplan, to demonstrate practical solutions to the transport issues the redevelopment of the site generates.

Overarching Requirements

- 5.3 The Council will require transport solutions to the site, which:
- Meet a 20% modal share limit for drivers arriving to work at the York Central site by car.
 - Promote connectivity between York Central and the walled City, with particular emphasis on cycling and walking, to contain trip generation and traffic congestion.
 - Promote connections between York Central, the Railway Station and proposed transport interchange to take advantage of sustainable public transport links into the site.
 - Protect the rail infrastructure for both present and future uses including station car parking, taxi facilities, drop off points and short stay parking.
 - Promote connectivity between York Central and the riverside area, with links to the riverside walk into the City Centre.
 - Serve the site in ways that will minimise impact on the highway network and air quality beyond the immediate vicinity of the development.
 - Significantly reduce reliance on the car
 - Significantly improve accessibility to the site by public transport and provide opportunities for dedicated public transport corridors to serve the city centre and wider city.
 - Promote connectivity to surrounding areas by foot and cycle.

- 5.4 The modal share target set out above is lower than the average figure in the Local Plan and Local Transport Plan, which refer to number of people arriving at a site by car rather than car drivers and is an average for the whole City. The lower figure in the Brief reflects the city centre location and opportunity to travel to work by other forms of transport. However, depending on the end user, the demand for car access may be greater than this target. It is expected that any additional demand will use one of the seven existing/planned Park and Ride services which will serve this site. The exact target for each mode of transport will be set out in the Travel Plans for the site discussed in paragraph 5.35.
- 5.5 Access into the site will be a key element of the Master Plan for York Central due to the scale of the development and the requirement for a number of new vehicular and pedestrian and cycle access routes into the site. A comprehensive approach to access is needed to serve the whole area – across all the phases of development – through construction to completion. It will be necessary to ensure that traffic generation associated with the redevelopment, in the context of other schemes proposed elsewhere around the City, anticipated growth in rail travel does not exceed the available capacity within the network. New road links into the network, as may be modified with any planned improvements, will need to be tested and a full transport impact assessment will be required to ensure the highway network can cope with the amount of traffic generated by the development in accordance with an agreed phased approach to development.
- 5.6 In particular, it is essential that congestion and air quality in the designated air quality management area is not worsened and in those areas which could lead to a technical breach of air quality objectives. A detailed assessment of the additional air pollution generated will be needed, based on the Traffic Impact Assessment and the predicted increases in daily average traffic flow (ADDT). The developer will be responsible for changes needed to the off-site network in order to create the capacity required for this development. Where such works help to facilitate developments other than York Central, negotiations would seek other developer contributions.
- 5.7 The provision of road access to York Central is constrained by the combination of operational rail lines on all sides of the redevelopment site. Development which disrupts operational railway must take account of possessions of the line and the associated financial implications. New access routes into the site will be required, all of which will need to cross at least one of the operational rail lines and connect with the external highway network, at a location that has sufficient capacity, or scope for improvements – with minimum environmental impact. It is, however recognised that there will be a need for car access particularly in the earlier phases, but the Council is concerned to ensure new road provision of York Central does not have detrimental effects on the surrounding network and upset the delicate balance of traffic control and management in the City, particularly in the centre.
- 5.8 Although it is intended this brief should not be prescriptive, the following specific requirements must be taken into account:

- Retain and enhance Marble Arch.
- Improve pedestrian and cycle links to the City Centre, via the riverside, in the vicinity of the existing footpath adjacent to Royal Mail.
- Create a new western entrance to the Railway Station, to link rail services directly into the site and provide a pedestrian route through the Station to the City Centre.
- Downgrade the existing route, through Salisbury Terrace residential area, to access only, to protect the amenity of existing residents.
- Sever Leeman Road in the vicinity of the National Railway Station, in order to integrate the two separate National Railway Museum sites. (Provide an alternative route for vehicles within the site).
- Provide two or three new road links with cycle provision, into the site, for vehicles approaching from different directions. The potential locations for these access points are, adjacent to the Railway Station at Queen Street Bridge, in the vicinity of Water End and Holgate Park.
- Create a safe road system within the site which allows for essential access to facilities but discourages flow of through traffic.
- Investigate the need and practicality of developing a new transport corridor to the Outer Ring Road, in conjunction with the City Council
- Possible link from Holgate Park should not lead to deterioration in air quality on Holgate Road, which forms part of the AQMA.
- Create appropriate direct new pedestrian/cycle links into and across the site. These would include pedestrian links associated with the new vehicular accesses at Queen Street Bridge, Water End and Holgate Park, plus an additional pedestrian/cycle link onto the riverside adjacent to the National Railway Museum and the retention of the pedestrian/cycle bridge at Wilton Rise. A pedestrian link from Holgate Park will be needed, even if a vehicular link is not required. A possible additional link to access the riverside to the north of the site should also be considered.
- Upgrade Scarborough Bridge and Wilton Rise Bridge to improve access for cyclists, pedestrians and the disabled.

Transport Modes

Hierarchy of Users

5.9 A key element of the Council's sustainable Transport Strategy is a commitment to a hierarchy of users. This is used in making land use and transport related decisions and implementing planning and transport policies. The hierarchy is as follows: -

- (i) Pedestrians.

- (ii) People with mobility problems.
- (iii) Cyclists.
- (iv) Public transport and taxi users (includes rail, bus, taxi, coach and water).
- (v) Powered two wheelers.
- (vi) Commercial/business users (includes deliveries and H.G.V.).
- (vii) Car borne shoppers and visitors.
- (viii) Car borne commuters.

The key transport and highway issues relating to the development of the York Central area are considered, according to the order set out by this hierarchy, in the remainder of this section of the Brief.

The Pedestrian – Quality Urban Spaces and Pedestrian Links

5.10 The scheme should have a strong framework of direct pedestrian routes and urban spaces. Pedestrian routes should be safe, attractive, encourage access and movement and provide a variety of routes between different parts of the area and also to the surrounding areas and the pedestrian priority route network (as detailed in the Local Plan). Routes with fewer changes in direction, where people can clearly see their intended direction, encourage more pedestrian movement. The pedestrian framework should have a logical and easy to understand route network, to enable blind and partially sighted people to memorise environments that they use regularly and predict and interpret environments that they are encountering for the first time. Urban spaces should have a clear purpose and should normally be enclosed by active frontages, such as retail units, cafés, restaurants and other leisure uses. This will provide opportunities for Pavement cafés and outdoor eating, given that opportunities in the City Centre are limited. Route continuity should be ensured at road crossings through the use of raised tables or formal facilities. Non-principal traffic routes should be designed utilizing ‘home zone’ principles to ensure pedestrian primacy and there should be safe walking and cycling routes to new schools. It is essential that circulation areas embody the highest standards of urban design.

5.11 It is also important to strengthen pedestrian links with surrounding areas and the City Centre. New development should enhance pedestrian access by providing the following links for pedestrians and cyclists:

- **A strong link to the existing City Centre.**

Despite its unique locational advantages, the site is presently peripheral to the City Centre, due to the nature of many of the existing uses which occupy the site and also because of the unattractive nature of Marble Arch, the key route which links York Central with the existing City Centre core. The York Central area provides the opportunity for a range of uses which will draw people in from other parts of the City Centre. Strong pedestrian and visual links must therefore be provided to the City Centre,

to encourage pedestrians to move freely between the Centre and York Central. A strong pedestrian link between the City Centre and the site should utilise Marble Arch, incorporating improvements to make it more attractive for pedestrians and cyclists. The existing footpath adjacent to the Royal Mail site, links Marble Arch to Scarborough Bridge and the Riverside Walk into the City Centre, via North Street. The York Central development should look at ways of improving and enhancing this link between York Central and the City Centre. The Council is investigating a new bridge between North Street and the Guildhall for pedestrians which would complete a high quality pedestrian route into the City Centre from York Central. The Council is also looking at a link between Scarborough Bridge and York Hospital which would benefit this site.

- **Links with the Railway Station**

Currently, there is only one access into the Station, at the east side of the building, facing the City Centre. Opening up a second pedestrian access into the Station, from the west, would bring the Station into the development site, with all the benefits of accessibility to public transport. A dual entrance station provides an additional opportunity to create pedestrian links through the Station – providing links to the City Centre. Due to capacity requirements on the existing station footbridge, this may necessitate the provision of an additional bridge and/or tunnel within the station which will need to be designed without compromising security or safety within the Station or adversely affecting its character as a building of special architectural and historic interest. Opportunities for cycle links through the Station will be more difficult to achieve but should be investigated.

- **Link with Holgate Park**

Holgate Park is a regenerated Business Park, adjacent to the site, separated by the Freight Avoiding Line. There are currently 12,000 square metres of business/office/industrial space and approximately 1,000 people working on the site. In the vicinity of Holgate Park are a number of residential streets, including new houses at Holgate Park, terraces at Ash Street etc and 1930's residential development at St Swithin's Walk etc. These areas would all benefit from better pedestrian and cycle access to the Station and City Centre. Holgate Park may be the location of a new vehicular access into the site, depending on more detailed work on transport implications of the proposed development (see paragraph 5.27), but if this is not required, a pedestrian link will be needed in this location. The existing pedestrian link in this area is via Wilton Rise and a pedestrian bridge over the railway, with poor cycle facilities linking into Cinder Lane. This link should be retained and enhanced, making cycle access easier.

- **Link to the riverside and Scarborough Bridge**

In the vicinity of the National Railway Museum, the York Central site borders Clifton Long Reach and the River Ouse. Development should create a new pedestrian link between York Central and the riverside,

which will link the current recreational use of the riverside area and the National Railway Museum.

- **Link to Clifton Short Reach**

To the north of the site there is the potential to link under Water End to gain access to the recreational area adjacent to Clifton Short Reach and the further potential for a footbridge over the river to gain access to Rawcliffe Ings.

- 5.12 These proposals, to improve pedestrian and cycle access into and through the site, should be incorporated in the master planning of the site, in consultation with the appropriate land and property owners. Marble Arch, Scarborough Bridge and Wilton Rise Bridge are all part of the rail infrastructure and development should be in consultation with Network Rail.

People With Mobility Problems

- 5.13 The redevelopment of the York Central area offers a major opportunity to secure an environment that is accessible for all, including people with mobility problems, people who are visually impaired or hearing impaired, other disabled people and carers with young children. An environment which provides safe and convenient access for these people is likely to benefit all users and achieving enhanced access for all in the York Central area is an important issue, which should be considered early in the design process.
- 5.14 Contrast in colour and tone should be used to accentuate the presence of certain key features to enable people to use their residual vision to obtain information. Signage and adequate levels of lighting will also be important. It should be expected that blind and partially sighted people will want to use all the facilities of the York Central area and therefore design features to cater for visually impaired people should be built into every aspect of the scheme. Evidence of the developer's commitment to the principle of access for all will be required for each individual part of the design and the design, as a whole.
- 5.15 Developers are also reminded of the provisions of the Disability Discrimination Act (1995). This places a duty on developers to make buildings accessible for citizens with disabilities, amongst other things. The City of York Council expects developers to consider both the building and the spaces around it, with regard to access needs for the community at large and those with disabilities in particular. In the design of new residential units, the scope to provide to "life time homes" standards should be carefully considered, where appropriate. Any planning application for the site will be expected to demonstrate the provision which is made for disabled people including disabled car parking. Developers will be expected to follow the guidance in the Designing to Enable, Gateshead Access Panel (2001) and to seek advice from relevant organisations to achieve the best possible standard.

Cycle links and cycle parking

- 5.16 Providing safe, easy and quality access for cyclists into and around the York Central area will be an important consideration. The potential for off road cycle routes into the site at Marble Arch, Wilton Rise, Holgate Park and to the riverside north and east of the site has been discussed in the pedestrian section. However it is City Council policy to provide both on and off road routes for cyclists. Therefore all principal traffic routes into and through the site should include features like cycle lanes and advanced stop lines. Roundabouts should be avoided where possible, but if they are required they should only have a single circulatory lane with cycle lane around the outside.
- 5.17 A complementary network of direct off road routes or routes following quiet roads (those to be designed on home zone principles) permeating the site will be required. Where an off-road route crosses a carriageway there should be a raised table or a toucan. The principle is that there should be no barriers to cycling for all abilities. The Council will need to be satisfied that the proposed cycle path network fully connects with existing routes including Scarborough Bridge and beyond, enhances the citywide network and links with the National Cycle Route. The scope for creating new cycle links is set out above. All routes throughout the site should be designed to avoid conflict between pedestrians, cyclists and motor vehicles.
- 5.18 A key means of achieving a more sustainable approach to development, particularly close to the City Centre, is to encourage better facilities for cyclists, including cycle parking provision located near to building entrances. A high standard of parking for cycles will be required; this means cycle spaces should be covered, secure, convenient, bike friendly and that changing and shower facilities at workplaces should be provided. Cycle parking for residential should accord with the draft Highway Design Guide. The Council's cycle parking standards are set out in the Local Plan (Appendix E).

Public Transport

- 5.19 The size and scale of development planned at York Central will generate significant, additional, people movements in the area and the Council wishes to encourage as many of these as possible, that cannot be made on foot or cycle, to be made by public, rather than private transport.
- 5.20 The site is well served by rail services and the inclusion of a new transport interchange within the site will ensure that bus and Park and Ride facilities are intrinsically linked into the development. Consultation with bus and coach operators on the transport interchange is needed to ensure the facility meets their needs.
- 5.21 The interchange and Bus Stops within the site should be at the hub of local walking routes. These routes must be designed to 'secure by design' principles.

- 5.22 The developer should investigate the potential for transportation of construction materials by rail.

New Public Transport Corridor

- 5.23 The limited capacity available within the existing road network means that in order to allow this site to reach its true potential, alternative modes of transport are essential. Knowledge of the existing traffic and transport situation in York indicates that York Central will need a new public transport facility, to link the site to the Outer Ring Road and a park and ride site in order to create sufficient capacity to fully develop the site. This facility will benefit the wider city as well as serving York Central. The developer will need to work with the City Council to bring forward a jointly funded facility.
- 5.24 This facility needs to be able to move large numbers of people and could be light rail, guided bus or some other form of transport. The opportunity to utilise space, within the existing rail corridor, to the north of the site, under the Water End road bridge to York Business Park, will need to be fully investigated, along with opportunities to use the existing York to Harrogate rail line. Full consultation with business, landowners and rail operators along the potential route of the transport corridor will be required (see 7.15 – 7.16). The mass transport facility would need to be integrated into the development site, serving it as widely as possible, linking with the transport interchange and extending into the city centre if possible. Consideration should be given to the impacts of noise, vibration and air pollution, from the new transport corridor, on the existing environment and the future occupiers of the new development.
- 5.25 The Council is keen to work with the developer at the master planning stage of this scheme, to discuss how to achieve a mass transport solution, which serves the needs of York Central and fits within the context of the future Transport Strategy for the City. There could be scope to include a major scheme bid for funding towards this new public transport link in the Local Transport Plan (2006 – 2011).

Vehicular Access

- 5.26 The exact requirement for road bridge access into York Central will be established through Transport Impact Assessment work at the Master Plan stage of the development. It is clear however that the scale of development proposed at York Central cannot be achieved without new road infrastructure. The key to developing the site is to ensure that the Master Plan includes a transport strategy which seeks to minimise the effects of the development on congestion and air quality, through minimising car use and maximising potential for alternative modes of transport. It will be important for the developer to work with the Council to set York Central within the overall transport strategy for the City. Some initiatives which the Council are currently planning will provide capacity in the highway network which could benefit the York Central development, eg additional Park and Ride sites on the A59 corridor and Monks Cross.
- 5.27 Early transport assessment work indicates that two or three new road links will be required to access the site and in order to develop the full potential of

the site, a new road link out to the Outer Ring Road may also be needed. There are limited opportunities to locate these access roads due to physical restrictions around the periphery of the site. The opportunities which exist are in the vicinity of the Station/Queen Street Bridge, Water End and Holgate Park. The number of new access roads needed will depend on the outcome of more detailed transport impact work which will be undertaken as part of the master planning work. All road links should include facilities for pedestrians and cyclists.

- Station/Queen Street Bridge

The potential access south of the railway station in the vicinity of Queen Street Bridge could be linked into the highway network via a new link between the A59 Holgate Road and Queen Street. This new road link could help to rationalise traffic problems and congestion in the area around Blossom Street/ Micklegate junction and provide an opportunity to locate the transport interchange in this area.

- Water End

The potential access to the north of the site would link into the highway network at Water End. A new road link in this location will reduce through traffic in the Salisbury Terrace residential area.

- Holgate Park

The potential access from the south west of York Central could be through the existing Holgate Park employment area. A potential route has been identified within the business park, east of the CPP offices, which may accommodate an access road. Further detailed work is needed to establish the viability of this route and to look at any other potential alternative locations in this vicinity.

- Route to the Outer Ring Road

A potential vehicular route between York Central and the Outer Ring Road has been protected in the Action Area designation. A corridor of sufficient width to accommodate a road and public transport route has been identified at York Business Park. This route will tie into the Great North Way at the Business Park and would run south crossing the Harrogate railway line, to the west of the East Coast Main Line, under Water End bridge and into the York Central site, crossing the Freight Avoiding Line. This route would offer the City Council the opportunity to provide relief to the A59 and A19 corridors. The facility would therefore need to be funded as a joint venture between the Council and the developer. The need and potential for this route is currently the subject of a detailed transport study.

- 5.28 The detailed transport assessment work will need to show how access roads in these locations link into the existing road network and impact on air quality, congestion and local residential roads (rat running). The exact location of the road bridges will be the subject of further detailed engineering and urban design work, to establish the structural solutions to building the bridges and the land take associated with the construction and to ensure that they will not

have any significant adverse effect on the historic environment in this area. Detailed road alignments will need to be discussed with the Council, as part of the master planning work.

Roads within the Site

5.29 A hierarchy of routes will need to be defined. The development should be designed around people and the cross-section of streets will need to be appropriate in terms of urban design as well as satisfying transportation requirements for the required traffic flows. The following points set out some guiding principles.

- The proposed hierarchy should be based on the split between principal traffic routes and non-principal traffic routes. Principal traffic routes are defined as those with a predicted maximum 2 way flow in excess of 500 vehicles per hour.
- Non-principal traffic routes shall be designed to 'home zone' principles where the area is people not car dominated.
- Principal traffic routes shall be designed to restrict speeds to 30mph primarily through the use of horizontal measures; exceptions in the vicinity of schools and playgrounds may be considered. Excessive unrestrained lengths of road (over 150 metres) will not be acceptable.
- The safety and security of all road users must be the primary consideration in all design proposals.
- All principal traffic routes should provide for on-carriageway cycling.
- Where a principal traffic route severs an off road cycle or pedestrian route a raised table will be provided (see para 5.17)
- Routes intended for bus operation must be designed to accommodate bus movements.
- Deviations to current design standards will be considered where safety can be shown not to be compromised and a better design solution can be achieved.

Developers should also refer to the Council's draft Highways Design Guide for Residential Development.

Car Parking

5.30 A key means of achieving a sustainable approach to development is to control the amount of new car parking and to encourage better access to other forms of transport.

5.31 York Central is unique in its location, adjacent to the City Centre, and well served by public transport, enhanced further by a proposal for a transport

interchange. It is easily accessible to pedestrians and cyclists from large parts of the City.

- 5.32 The Local Plan incorporates a policy of maximum standards for car parking provision in new developments, with the amount of parking allowed on site assessed downwards, according to a range of factors, such as site location, parking capacity nearby and accessibility by foot, cycle and public transport. Although the Council's standards for car parking and cycle parking are set out in Appendix E to the Local Plan, because of the particular issues relating to this site specific car parking standards for York Central are proposed to reflect the modal share target set out in para 5.3 and accessibility by Park and Ride services:

Station parking	Will be agreed in discussion with GNER and Network Rail
NRM parking	Will be agreed in discussion with NRM
B1 office – Central Business District Staff and operational	1 space per 90 sq m
Residential areas	1 space per dwelling. This can include garages and communal areas.
Large leisure/tourism uses	Negotiable.
Hotels	Local Plan standard for City Centre and District Centres
Public Car Parking	600 spaces (short or medium stay)

Note: All these standards are maximum figures in line with the Local Plan approach

- 5.33 For the residential areas, the developer should investigate opportunities to reduce the parking figure of one space per dwelling through car-free and low car dependency housing. York Central is excellently located, adjacent to the Railway station and with potential access to all current and planned Park and Ride services, to include pioneering ways of reducing car dependency in residential development.
- 5.34 It is intended that for the Central Business District, only 20% of the on-site car parking will be provided specifically for each building. This would comprise the operational parking, including disabled spaces as defined in Council Parking Standards and spaces required for servicing and limited staff parking. All other parking should be unallocated and provided centrally to serve public and development needs with the numbers calculated as above. It is accepted that a higher number of spaces may be created initially than the ratios suggest in anticipation of future development needs. However, it is proposed that a charge, in line with city centre car parking charges, for the

use of the centrally provided spaces, will be made to ensure excessive car use does not result. Moreover, through Travel Plans (see below), these charges may be varied in order to ensure modal split targets are achieved as alternative forms of transport become available. Public parking on the site should be short or medium stay to discourage commuter parking.

Travel Plans

- 5.35 The developer and occupiers of the non-residential accommodation will be required to work with the Council to develop Travel Plans to ensure the Council's modal split targets referred to in paragraph 5.3 can be met, in accordance with Policy T13a of the Local Plan. In line with the new Local Plan policies, a contribution will be sought to fund the monitoring and enforcement of these Travel Plans. The main parameter to be monitored will be the level of car use and the Council will want to ensure that the modal share by car is not exceeded. Where this level is exceeded the Council will want to ensure all necessary actions are taken to achieve the target.

Servicing

- 5.36 Servicing arrangements and space should be shared, where possible, to minimise the adverse visual impact of service yards and service roads on the scheme. The developer will be expected to agree a delivery strategy with the Council to minimise use of heavy goods vehicles for servicing the site.

Access to the Rail Network

- 5.37 Development needs to take account of the need for adequate access to the railway infrastructure for maintenance.

6. PLANNING REQUIREMENTS

Urban Design Context

- 6.1 One of the keys to a successful development project is to achieve an understanding of the physical context of the site. The master planner will be expected to provide an urban design analysis or characterisation study of the site to ensure a full understanding of York Central before trying to change it. This analysis should go beyond the view from the site boundary and include the City Centre and the surrounding areas which are part of the Action Area.
- 6.2 The urban design analysis should be carried out with reference to the CABI publication "By Design" which suggests the following aspects of form which should be considered.
- Urban structure – the framework of routes and spaces
 - Urban grain – the pattern of blocks, plots and buildings
 - Landscape – shape, form, ecology and natural features.

"By Design" suggests the following as objectives of urban design:

- Character – a place with its own identity.
- Continuity and enclosure – a place where public and private spaces are clearly distinguished
- Quality of the public realm – a place with attractive and successful outdoor areas (that is, areas which are valued by people who use them or pass through them)
- Ease of movement – a place that is easy to get to and move through.

Urban Design Framework

- 6.3 Emerging from the urban design analysis, the master planner will be expected to produce a framework or concept for the site. This should expand the vision and objectives for York Central set out in paragraphs 2.2 and 2.3. The purpose of the framework would be to provide the vision for the master plan and ensure a co-ordinated approach to development against which detailed development proposals for specific sites in the area can be judged. It would highlight particularly sensitive/problem areas as well as opportunities for innovative architecture/design.
- Legibility – a place that has a clear image and is easy to understand
 - Adaptability – a place that can change easily
 - Diversity – a place with variety and choice.

All of the above objectives should be thought of in relation to people and their activities as much as to built form. Built form helps shape the life of a place, but it is people who will add liveliness and fun.

Land Use Mix, Location and Integration of Uses

Land Use Mix

- 6.4 The mix of uses to be developed within York Central is dictated by the vision and objectives for the site and also by the need to ensure the sites financial viability and deliverability and its contribution to the city's future employment, housing and leisure needs. The key objective for the site is to create a Central Business District for the City, animated by restaurants, bars, shops and tourism/leisure activities and provide a mix of residential uses within and surrounding the commercial core, offering a range of City Centre life styles.
- 6.5 Cultural, leisure, hotel and education uses will also be considered as appropriate on the site, as part of a comprehensive, mixed use development for the area. The site offers major potential for tourism product development (business and leisure) and for quality hotels with an opportunity to link this to the National Railway Museum. Given the increased importance given to tourism in the Regional Economic Strategy (with potential funding streams), York Central is seen as a major opportunity to generate new business tourism/conferencing activity (aiming at the top end of the market) for the region and could be linked to investment in a new tourist attraction for the region.

i. Required Land Use Elements

- 6.6 York Central is seen as an employment led development scheme which includes a substantial element of housing. The residential element of the scheme fulfils the need to provide sustainable housing close to public transport and employment opportunities, and it also creates much of the development value in the site, which will help to cross finance the essential business development and crucial infrastructure. To achieve a satisfactory mix of uses on the site the following elements will be required in any comprehensive redevelopment scheme:

- A Central Business District

York needs a central office quarter, offering an attractive environment, good transport links and which can accommodate large floor plate developments. The Council would particularly welcome Regional and National Headquarters type office development and businesses linked to the Science City initiative and the three key science base clusters in the City: Biosciences and Health Care, Information and Communication Technology (ICT) and Heritage and Arts Technology, including digital technologies (HAT). The Council consider the site to be an employment led development and would expect a large part of the site to be used as a prime B1 office core.

- **Ancillary Leisure Uses, Bars, Restaurants, Retail and Other Facilities**

Well-designed ancillary leisure uses, bars, restaurants and retail uses, integrated horizontally and vertically within the Central Business District, to animate and enliven the area during the day and evening. Provision of other facilities such as nursery, crèche and sports/gym facilities should be incorporated as an integral part of the Central Business District.

- **Public Realm**

The buildings in a Central Business District should be grouped around distinctive public spaces, designed for people and animated by the ground floor ancillary leisure bars and restaurants etc, which surround them. Public spaces should be capable, either through design or with minimal effort, be capable of being used for arts/entertainments events.

- **Residential**

The creation of a residential community within, and surrounding the Central Business District, with the required education, leisure, sports, health and community facilities and open space. The development would be high density. Actual numbers of homes will depend on a number of factors, including layout, massing and design. There should be a mix of house size, scale and style, however, the number of homes should not exceed 3,000, in order to ensure the vision of a site as an employment led mixed-use development is not compromised. The Council will expect affordable housing as an integral part of the residential development and would welcome an opportunity to explore live/work opportunities within the site as a way of linking residential and business uses.

- **Ancillary Retail**

Local convenience goods shopping would be supported, to meet the needs of the new residents and workers, the established neighbourhoods in the vicinity and passengers using the railway station/transport interchange. The developer should work with the community to establish specific basic needs such as a pharmacy. Facilities should be provided in a variety of shop units rather than one or two large stores which would generate specific car journeys and require significant car parking.

- **Transport Interchange**

The Council would require the development to incorporate a transport interchange which is well related to the Railway Station. The interchange would provide a transport hub, to encourage changing from different public transport modes including Park and Ride services.

ii. Other Major Land Use Opportunities

- 6.7 Significant opportunities are available for other uses on the site within the context of the mixed-use development outlined above. The Council would particularly welcome a scheme which also includes the following uses,

provided they do not prejudice the implementation of the primary business and residential uses:

- Large tourist attraction, leisure or sports uses

The Council would support a large-scale tourist attraction, leisure or sports use, provided it satisfied the sequential test. The National Railway Museum currently exists on the site as a major centre for leisure and informal education and can act as a project anchor. The Museum currently generates around 750,000 visits each year. A new visitor attraction could take advantage of this existing tourist activity on the site and expand the product on offer.

- Business Tourism, Conference and Exhibition Facilities

Reflecting the importance given at a regional level to enhancing business tourism, there is a major opportunity for expanding business tourism and conferencing facilities within York Central. There is a requirement in the City for additional conference and exhibition facilities which is also regarded as a sub-regional and regional economic priority. York is expected to be a target for investment in conference facilities in the region and York Central offers the obvious development opportunity for such investment. The City can only currently accommodate conferences up to 1,500 delegates at the Barbican, without "break-out" facilities. There is scope to link to existing conference facilities at the National Railway Museum which currently acts as a centre for business and academic links through its conferencing and corporate hospitality capabilities.

- Hotels

Linked to the kind of business tourism investment referred to above, a high quality, international standard, 5* hotel would complete the investment required to attract high spending events and visitors. York Central would be suitable for such development. There are currently about 10,000 bed spaces in the City (1997 figures) and a quarter of these are in 3 and 4 star hotels. However, York does not have a 4* plus or 5 star hotel. A wider range of hotel facilities in the City will encourage more over-night stays and weekend breaks and captures the "incentives" market.

- Education and Learning

It would be appropriate to locate education and learning facilities at York Central, if an opportunity arises. Links between the University and Science City are already well established and fundamental to economic growth in York. In a similar way, the Central Business District could be a catalyst for Further Education development, with synergy between the two uses.

iii. Development Mix

- 6.8 The Council imposes the following gross floorspace development ceilings and minimal requirements on York Central based on the scale and mix of

development needed to ensure the sites financial viability and commercial appeal

- A minimum of 100,000 sq m office accommodation as a Central Business District.
- A maximum of 3,000 of residential units within an element of affordable housing, see paragraphs 6.57 – 6.66.
- A maximum of 3,000 sq metres of ancillary retail, to provide local convenience in a variety of units.
- A maximum of 20,000 m² ancillary retail and leisure provision located at ground floor level dispersed across and well integrated into the Central Business District (restaurants, bars, tourist attraction etc).
- A transport interchange to suit the requirements of the City.

This brief does not set development limits for a major tourist/leisure attraction, hotel development or Further Education facilities in order to allow some flexibility within the development scheme. The floorspace allowed for these uses should be at a level which does not detract from the ability to deliver the primary function of the site as a Central Business District and new residential community, as set out above.

Location of Uses

6.9 The Council wishes to see the area developed as a comprehensive mixed-use scheme, with the uses well related and integrated. The general location of the different uses is set out below:

- The Central Business District is to be located at the eastern end of the site, in the vicinity of the Railway Station and in close proximity to the existing City Centre, in order to capitalise on physical links and integration with the City Centre core and the Station.
- The bulk of the residential development is to be located at the western end of the site, linking with the existing residential development on the site. There is also scope to integrate residential development within the Central Business District to ensure it does not “close down” after office hours.
- Large scale leisure and hotel provision should be well related to the National Railway Museum, the Station and the Central Business district, to encourage use of public transport and synergy between business, conferencing, hotels etc, resulting in the emergence of a cultural quarter for the City.
- The transport interchange should be located close to the Railway Station in order to maximise linkages between bus and rail networks.

6.10 The advice above sets out the general arrangement of uses, however, it is accepted that flexibility will be needed to allow the area to be developed in an

integrated way and the arrangement of uses identified should not be used as a means of zoning land parcels for single uses. Developers should take into account advice in paragraph 6.13 on the need to achieve integration of different uses within blocks of development.

- 6.11 The key requirement is for a comprehensive and integrated scheme, based on a clear vision of how the whole area will look and function, making full use of the close proximity of the Station and the City Centre and linking with the National Railway Museum, existing housing and the riverside.
- 6.12 Transport links for pedestrians, cyclists and vehicles into the City Centre, the riverside and the rest of the City, are a vital component of the development site. Access to the site is severely limited by rail infrastructure and a key factor in the location of uses will be how the barriers into the site can be broken down to create gateways into the development.

Integration of Uses

- 6.13 It is recognised that the mix and disposition of uses needs to reflect market requirements to ensure a commercially viable scheme. However, the mix of uses in the scheme should be properly integrated with a mix of different uses within blocks of development, and between different floors, for example, restaurants and cafés and retail uses at ground floor level, with leisure, hotel, offices and residential uses above, although the need to ensure compatibility between users and consider amenity and noise/nuisance issues will obviously be an important requirement in this respect.
- 6.14 The integration and mix of uses will help to bring more variety, pedestrian flows and vibrancy within the area, including in the evening and weekends, than would be the case with isolated stand alone blocks containing single uses and promote personal safety. It is accepted that some areas of the scheme may need to be self-contained in order to satisfy major inward investment queries, particularly if it is for a landmark or headquarters-style development.
- 6.15 **Integration with the National Railway Museum:** The NRM is currently working on its vision for the future development of the Museum, which maximises its potential to draw leisure and tourism into the city. The future plans for the Museum include uniting the existing two parts of its site by closing Leeman Road where it runs through the Museum. The resulting campus style site could then house a wide range of both public and specialist user facilities set amongst open spaces in the heart of York Central, with further development of facilities for study, conferencing and corporate hospitality. The developer will be expected to undertake early discussions with the NRM to ensure this important anchor facility is fully integrated into the development. There could be an opportunity to create new hotel, conference centre, exhibition facilities and new tourist attractions in partnership with the already successful NRM.
- 6.16 **Integration with the Rail Station and effective use of the rail infrastructure:** The Rail Station is a critical component of the comprehensive scheme for York Central. A high quality western entrance to the station is needed, with pedestrian routes through it, to ensure full connectivity by foot

between York Central and the walled city and to maximise the use of the station and public transport. GNER are the present station facility owners (franchisee) and have commissioned an initial architectural scoping exercise on ways of improving the station. It will be important for the developer to work with the station facility owner, Network Rail and the Rail Regulatory Bodies to ensure the future development of the station and York Central are planned together to the mutual benefit of the scheme and the station. Effective access to existing rail infrastructure is of strategic value to the City, due to difficulties in creating new links into the network. There are a number of rail sidings on the site which are currently used by EWS (English Welsh and Scottish Railway Ltd) and other freight operators. The developer will be expected to work with Network Rail and rail freight and passenger operators to ensure maximum use is made of the existing rail facilities.

Design

- 6.17 The eastern part of the area lies within the Central Historic Core Conservation Area and has a prominent location adjacent to the medieval City Wall and the historic core of York. Whilst the redevelopment area is sufficiently large to create its own unique identity and sense of place, it should, nevertheless, ensure that it preserves or enhances the Conservation Area in which part of the site lies and safeguards the character and settings of the nearby Listed Buildings and Scheduled Ancient Monument. The design principles in this Brief are based on the requirement for a quality development and the principle that sustainable quality buildings and public spaces will enhance and reinforce the economic viability and the saleability of the City and contribute to the well-being of York's citizens. CABE and English Heritage will be consulted in the assessment of the design quality of the master plan. The developer should refer to their joint publication Building in Context (2001).

Design Principles

- 6.18 The design principles for York Central are:
- The creation of a distinctive development form that does not detract from the historic City Centre.
 - Harnessing the intrinsic resources of the site and its unique location to ensure the development is distinctive to York and avoid the risk of "any place" development.
 - Full integration of the new development area within the existing City at all its edges.
 - The creation of appropriate entry points into the site, using public realm and landscaping to improve the legibility of the gateways.
 - Full permeability throughout the development, creating vistas, views of the Minster, surprises in the streetscape and sequential views of differing scales.

- Public realm that serves the purpose and relates to the uses which border it.
- A mix of uses throughout the site, that ensures active and safe streets throughout the day and evening. Office and residential uses to be integrated (subject to protecting residential amenity and ensuring lively street frontages across the site).
- Designing the service arrangements for buildings so that they do not impinge adversely on the quality of the streetscape and the visual amenity of users and passers-by. Where necessary, servicing should be arranged to occur outside normal daytime hours.
- The conjunction of uses, which have positive synergies – leisure and offices; local retail and residential, open space and residential uses and so on, so that individual elements of the development work together as part of an attractive and vital whole.
- Priority for pedestrians and then cyclists.
- Lively frontages and elevations at street level across the whole of the area; no dead frontages. Large buildings, wrapped around smaller scale uses to ensure active frontages.
- Regard for the importance of the historic centre and integrity of the City
- High, but varying densities of development, for sustainability and to create interest.
- Highest architectural quality, with higher buildings reserved for key sites, differences between individual buildings and the purposes they serve fully articulated in building design, and variety and elements of surprise, designed into the streetscape, to enhance the interest and appeal of the area.
- Design for sustainability (see paras 6.48- 6.52)
- Multi-level car parking carefully designed to blend with the surroundings.
- The creation of a destination, rather than a through route, to other parts of the City.
- Highest public realm quality, well related to the buildings and streetscape – the spaces between buildings are as critical to quality of development as the buildings themselves.
- High quality hard and soft landscaping, with due attention to management and maintenance to hard and soft edges, to create a more friendly ambience and add to user comfort and visual appeal.

Height, Massing and Density

- 6.19 It is vital that the development should be urban in character and of a form which reflects its location adjacent to the City Centre. The scale and maximum acceptable heights of buildings will reflect this urban character.
- 6.20 There are level variations within the site which should be utilised and reflected in the varied form and roofscape of the site. Massing and height of buildings should be considered in relation to the slope of the site, with the possibility that 6 storey buildings can be accommodated in some areas within the Central Business District, but not uniformly across the site. Developers will be required to demonstrate that any buildings of this height will not have an adverse impact upon the setting of any nearby Listed Building or the City Walls or upon important vistas and views across the City. Within this overall limit there is scope for variations in height, elevational detail and massing within particular blocks. Examples include points of emphasis on corner buildings and landmark features created at key points within the development, and at gateways into the site. Within an urban design framework for the site there could be meaningful opportunities for a few outstanding landmark features which exceed this height limit. This would need to relate to the urban design context for the whole site and key views of the Minster and the listed Rail Station, as set out in paragraphs 6.25 – 6.26 below.
- 6.21 Residential areas should be developed with a mix of house size, scale and style, up to a height of 3-4 storeys, with a limited opportunity for 5-storey development to link with the higher buildings in the Central Business District. In general, residential buildings should be built back from main roads, in order to reduce the impact of air pollution and noise on local residents and occupiers of local premises.
- 6.22 Given the size and location and mix of uses on the site and the need to consider a range of planning and urban design issues, such as scale, massing, height, key views, the arrangement of street and urban spaces and how they link to the existing City Centre and the rest of the City; an urban design analysis must be carried out (see paras 6.1- 6.3) and a working model and elevations will be required to help determine overall acceptable heights within the context of a comprehensive approach to the area, showing the context of the City Centre and key views. This will be part of the master planning for the site, which would be the subject of consultation with interest groups to fulfil the requirements of this Brief.
- 6.23 The urban character of the site will be reflected in the development densities achieved. Residential densities are set in Policy H5a of the Local Plan which requires sites in the City Centre to achieve a net density greater than 60 dwellings/hectare and urban sites to achieve 40 dwellings/hectare. Although York Central is outside the City Centre, it has the locational benefits of being close to sustainable public transport and the City Council will expect the City Centre target of greater than 60 units/hectare to be achieved across the site.
- 6.24 The densities which can be achieved in the Central Business District again reflect the urban character of the site. The Council anticipate that the site could create in the region of 5,500 jobs for 100,000 sq m of development

(gross) – a density of 1 job per 18 sq m of development. This is intended as a guide only (figures from the Segal Quince Wicksteed Report).

Views

- 6.25 There are views to the Minster from some positions within the site. There may also be points to the west of York Central and points elsewhere around the City where development of tall buildings on this site could affect important views of the Minster. Other important views are those of the listed Railway Station from the City Walls.
- 6.26 This Planning Brief seeks a scale and form of development which suits the central location of the site. Whilst it is accepted that not all views across and out of the site can be retained, key views and vistas will be expected to be retained. However, the spirit of this brief is to create a new piece of townscape, which is outward looking and complementary to the City Centre and listed Station. As such, it will be important that key views are identified through the urban design analysis and Master Plan. New buildings and spaces, bridges and routes through the site will provide opportunities to create new views and vistas and should be incorporated into the holistic comprehensive approach to the master planning of the site. Some views of the railway should also be retained as a link to the site's railway heritage.

Gateways

- 6.27 The location of the site, surrounded by operational rail lines, limits the physical and visual links to the site from the rest of the City. The site is currently seen as 'backland' and lacks a front door. It will be important, therefore, to create gateways at a number of the key access positions into the site, particularly where they link York Central into the city centre. These gateway entrances into York Central will be created through public realm, landscaping and landmark architecture to foster a sense of arrival.
- 6.28 The major opportunities to create gateway entrances into York Central are:
- Marble Arch provides an opportunity to take pedestrians and cyclists directly to a significant public space between the Museum's two buildings and the Marble Arch entrance. This will be a new principal public space conceived as a focal point for cultural/ tourism development within the site and will require the rearrangement of the NRM entrance buildings. A gateway in this location will provide a strong pedestrian link to the riverside.
 - A new western station entrance will create a focal point for pedestrian movement within the site and a strong link to the City Centre. There is an opportunity to develop a significant area of public space at the new station entrance. This new prime square should be animated by activities which surround it: retail, restaurants and bars and leisure activities to benefit the station and to draw people into the York Central development. Pedestrian links between the public realm at the station and the NRM provide an opportunity to create an identity for the site, based particularly on pedestrian movements.

- Queen Street will be the location of the main vehicular gateway into the site, either via a tunnel or a high level road bridge, with cycling and pedestrian facilities. A bridge spanning the rail lines in this sensitive location, adjacent to the City Walls, Grade II* Listed Station and residential areas will need to be carefully designed to minimise the environmental and visual impact of the structure. As a potential gateway to the site it should be well integrated into the overall site design and could be used to create new views, both across the site, and across other areas of the City. The removal of the existing road bridge on Queen Street would have significant benefits for the setting of the City Walls and the Station. As part of an assessment of the various design options for this area developers should consider the practicality of removing the bridge. A bridge will need to be compared with a tunnel access in terms of environmental impact on the surrounding area in order to assess the most suitable access solution in this location.
- The area adjacent to the East Coast Main Line (ECML) will provide an opportunity to create a gateway entrance into York for rail passengers arriving in York. Buildings will need to be designed to relate to both the railway and the rest of the site.

Historic Environment

- 6.29 The York Central site is an area of considerable historic significance in terms of its industrial archaeology relating to the railway industry. Proposals for redevelopment of the area must be preceded by an Historic Environment Audit which assesses significance of the existing historic built environment (both statutorily protected and unprotected). This should determine what built heritage is present on the site, assess its significance and include proposals for its integration into the development or recording prior to demolition. A brief for the evaluation must be agreed in writing with the Environment and Conservation section of City of York Council and the evaluation carried out at an early stage of the masterplanning process.
- 6.30 The historic environment of York contributes to its success as a tourist destination and an attractive place to work and live. Development of York Central should respect the existing qualities of the City, ensuring that the historic environment is not compromised. Development which would have an adverse impact on the character or setting of the City Walls will not be permitted. The site is adjacent to the City Walls which are a scheduled ancient monument. In particular the development in the vicinity of Queen Street and any new access bridge. Similarly, development to create a new western entrance to the Rail Station will need to take account of its Grade II* Listed status.
- 6.31 There are two Grade II listed buildings within the development site, in front of the station, a workshop and water tank, shown on plan 1. These date back to 1839 and were altered and refitted in late C19. They were built as part of the Old Station for the York and North Midland Railway Company. The buildings survive from the temporary station and as such are two of the earliest

surviving railway structures in the country. The Council would expect the developer to retain these listed buildings and provide an appropriate setting for them as part of the development.

Landscape Structure – open space and public realm

- 6.32 Developers are referred to Local Plan Policies NE1, NE7, NE8, GP1, GP7, GP9 and L1c and Government Guidance PPG17. A landscape assessment and ecological survey will be required from the outset and should be the subject of consultation with interest groups. These will be used to help determine any areas of value which should be retained and protected and then used for establishing ecological enhancement opportunities.
- 6.33 A landscape framework concept should be established early in the Master Plan development, to show connectivity through the site and beyond and to establish the functions of the various landscape elements. The landscape framework will be required to retain, protect and enhance existing natural and naturalistic features of the site and surrounding areas. The restoration of Holgate Beck, if feasible, would provide an ideal basis for a green link and public open space between Millennium Green and Holgate Park (see para 6.90). Where possible, habitats along rail lines should be retained and potential use of water features within the site should be explored. The landscape infrastructure of the site will comprise both formal and naturalistic green open space and a high standard of hard and soft landscape will be required throughout the area. There should be opportunities for circular walks, linking the open spaces within and adjacent to York Central
- 6.34 A landscaping structure should be used to delineate both visually and physically, where appropriate vehicular circulation and pedestrian/cycle routes, public and private open spaces and integrate the different land uses and any existing habitats of significance, where practical to do so. It should be bold in statement and character to meet the aspirations for a modern business district alongside sustainable housing. At the same time sympathetically acknowledging and connecting with the River Ouse and existing open spaces to the perimeter. Planting types should reflect the hierarchy of routes within the site. Street trees and roadside planting should be utilised to aid the implementation of Home Zone principles.
- 6.35 There is an opportunity to create a relationship between the site and the river Ouse, through a new pedestrian access over or under the rail lines, in the vicinity of the National Railway Museum, into Ouse Side Meadows and then beyond via Scarborough Bridge and also in the area of the existing footpath link, adjacent to the existing Royal Mail site. The developer is required to consider either a tunnel or bridge at this location and compare the environmental and amenity implications of each approach.
- 6.36 The potential new vehicular access at Water End is likely to require land take from the existing Millennium Green. Developers should liaise with the Council and Millennium Green Trust and Leeman Road Environmental Action Force (LEAF) to ensure the impact on the existing facility is minimised and to ensure

that replacement facilities which meet the needs of the local community, are included as part of the development proposal. (see para 7.3)

Open Spaces as part of the Residential Development

- 6.37 Within the Housing areas, public open space should be designed as an integral part of the development. Play areas and facilities should be stimulating, safe and robust. They should be for all ages and abilities, in active and passive form and link conveniently to pedestrian and cycle routes. Spaces should be attractive, safe and accessible and designed in consultation with the local community
- 6.38 The provision of children's play areas and outdoor sport within the housing area should comply with at least the minimum National Playing Fields Association (NPFA) standards, as set out in Policy L1c of the Local Plan and the SPG on open space provision, i.e. 0.7 hectares of children's playing space for 1,000 population and 1.7 hectares of land for outdoor sport for 1,000 population. The developer and Council should work together to assess the need for open space in the area in order to ascertain what form the open space should take and how much should be provided on site. Open space provided within York Central will also be accessible to residents in surrounding areas such as Cambridge Street and Lowther Terrace which would benefit from the provision of additional facilities. The policy also allows for commuted payments towards off-site provision where the Council considers this appropriate.
- 6.39 Play equipment suitable for different age groups (including facilities for children with disabilities) should not be separated into different areas. Parents of mixed age group children are then able to supervise them, together. However, kick about areas should be located away from play equipment and also away from housing, whilst still being observable from a security point of view.
- 6.40 In addition to the NPFA standard, the development will be required to provide publicly accessible amenity open space at a level of 0.9 hectares per 1,000 population. This will provide for more informal areas of leisure use, which can be used by all residents, not just those enjoying sports. Means of surplus water disposal such as balancing ponds, if necessitated, are not to be included in the calculation for public open space provision. Nonetheless the hydrology of the site should be designed to maximise its habitat and public amenity value. Consideration should be given to the suitability of amalgamating open space requirements across the residential areas into a large substantial public open space which could act as the environmental heart or backbone of the site, thus increasing the specific identity and orientation of York Central, whilst maximising functionality.
- 6.41 Within the design of the residential areas there will also be scope to include some private garden areas and designated communal gardens, which will be in addition to public open space.

Open Spaces as part of Commercial Development

- 6.42 Policy L1c also requires open space to be provided as part of commercial developments. The standard in the Local Plan is 0.9 hectares per 1,000 employees of informal amenity open space. The Council can consider commuted payments for some off-site provision of facilities (see para 6.38).

Public Realm

- 6.43 The requirement for informal amenity open space in the Central Business District will be in the form of quality public realm. The developer should link the landscape strategy with the provision of high quality public spaces to add visual appeal and interest to the area. A principle public square is envisaged, as a focal point for the prime office area, animated by activities which surround it, e.g. retail, restaurants, bars and leisure activities, on the ground floors of the office buildings and, if appropriate, in the square itself. Elements of open space should be designed with infrastructure (power supply, drainage etc) to enable events to take place.
- 6.44 There is also a key opportunity to provide significant and well designed public spaces to function as gateways to the scheme in the vicinity of the Rail Station and NRM, linked to create a strong pedestrian focus through the public realm (see paragraph 6.28)

Public Arts Strategy

- 6.45 In order to implement the cultural strategy for the City, the Council has agreed a Public Arts Strategy based on an aspiration for 1% of the overall cost of a development scheme to be spent on public art. This should be integrated into a public art and public realm strategy for Master Plan for the site which should address the integration of an artistic design from the outset as well as specific provision for public art works within the development. The Council requires that the developer employs artists of international standing to inform the entire project. Marble Arch is an example of a specific element to the York Central scheme which would benefit from a high quality public arts project.

On-going Maintenance

- 6.46 A commuted sum will be required to cover future maintenance of all open space, in accordance with Policy L1c of the Local Plan and Government Circular 1/97 regarding developer obligations. A period of 10 years will be applied when calculating the maintenance payment to ensure that the features can become an established part of the area. Clearly, a low maintenance design would reduce the commuted sum payable to the Council, but not at the expense of reducing quality or potential usage. Given the opportunity to incorporate high standards of public art within the site the commuted sum for ongoing maintenance should include a sum for continued development of public art on the site to enable a continuing programme of public arts projects.

Allotments

- 6.47 There is a small area of private allotments located adjacent to the railway in the vicinity of Water End. Local Plan policy L2 requires these to be replaced if they are lost through development. Allotments are considered to be an important resource within the community, especially for people who lack gardens. The requirement to replace the allotments will depend on level of occupancy, opportunity to relocate users to similar facilities in the area and potential additional demand based on an assessment of needs arising from the new residential development. There is a particular demand for smaller allotments which are securely fenced.

Sustainable Development

- 6.48 A sustainable strategy is centred on people. Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. It must enable people to enjoy a better quality of life now and in the future, through balancing social, economic and environmental needs.
- 6.49 The promotion of sustainable development is a key objective of the Council. The objective is broad and depends on a number of diverse and linked issues, including growth of the economy, sustainable design and layout of development, community, transport policy, air pollution, re-use of previously developed land and buildings and the protection of irreplaceable environmental assets (such as Scheduled Ancient Monuments and Listed Buildings), crime reduction and provision of local facilities. Developers are referred to Policy GP4a in the Local Plan.
- 6.50 York Central is an important site in the City as it fulfils many of the sustainability criteria. A brownfield site, close to the City Centre, in need of improvement. Its development for employment and residential use will make most City Centre journeys possible by foot. There will be integration with the City Centre facilities, with less need to duplicate existing facilities and more likelihood that the development will complement and diversify the City Centre. York Central is the most accessible point in York, by a choice of means of transport for most people. The site is served directly by York Rail Station and virtually the whole site is less than 15 minutes walk from the Station. Like the City Centre, it is within easy reach by foot for rail commuters and rail based visitors.
- 6.51 Improvements to public transport in the area of the Station, through a new transport interchange, will enhance the efficiency and appeal of public transport, both for the benefit of the existing City Centre and also for the York Central development.
- 6.52 Any developer should realise opportunities presented by this major development site, to incorporate sustainable development principles and practices into the design, construction, development and future maintenance of the site. Sustainability appraisal techniques should be adopted by the developer to evaluate the sustainability of options and refine to achieve sustainable designs. Developers should refer to the fifteen principles for

sustainable York, which have emerged from the Local Agenda 21 process. Some key issues, which should be taken into account include:

- Potential of the scheme to provide minimal amount of waste.
- Careful use of non-renewable resources.
- Potential for high specification building, making use of solar gain and insulation.
- Storage and collection of recyclables.
- Recycling grey water.
- Use of photovoltaics on site.
- Use of local materials.
- Use of sustainable materials.
- On-site re-use of waste materials
- Use of low energy heating/cooling systems, district heating/combined heat and power systems
- Use of native planting
- Opportunities to improve public transport
- Minimisation of additional noise
- Air Quality
- Whole life analysis

6.53 Whilst fulfilling the sustainability criteria listed above, it is also important that York Central is carefully designed in relation to other sustainability criteria, particularly those relating to the historic environment.

Security and Planning Against Crime

6.54 These are important issues to address and developers should refer to Policy GP3 of the Local Plan on this matter. Early contact should also be made with the Police and Network Rail to ensure the scheme can meet their security requirements and the principles of "secured by design". Developers should refer to Section 17 of the Crime and Disorder Act 1998, which sets out the statutory duty on the police and local authority to consider crime and disorder implications in relation to development. Crime prevention is a material consideration in deciding planning applications. Network Rail will require secure fencing around the boundary of the site to prevent trespass onto operational rail lines. The Police and Licensing Magistrates will take particular interest in new development which would require liquor licensing, so their views should be sought early in the design process. Developers should

refer to the licensing protocol issued by the City of York Council and North Yorkshire Police.

- 6.55 Although CCTV is important in the scheme design, the Council would like to see security issues addressed in a more holistic way, through the overall layout and design of the scheme. For example, the importance of natural surveillance should be recognised. This can be achieved through a variety of means, including, through some of the principles already set out above, (e.g. by providing a mix of uses which provides a variety of activity at different times of the day, by clear delineation of public and private spaces, by orientating building to front onto public spaces and pedestrian and cycle routes, by creating sufficient pedestrian activity within all parts of the area, by ensuring that pedestrian and cycle routes through the site are well lit, do not have blind corners, and are not bound by secluded areas and are visible from one to another). All security measures, including design for natural surveillance, should be consistent with good quality urban design and should not compromise the provision of an interesting high quality architectural environment.
- 6.56 The Council will expect the developers to provide CCTV for the area, either through a stand-alone system, or by providing one, which can be linked into the existing public safety and the Council's Urban Traffic Control system. The extent and type of CCTV provision will be subject to discussion with developers.

Affordable Housing

- 6.57 The Government believes that it is important to help create mixed and inclusive communities, which will offer a choice of housing and life style. The City Council strongly endorses this view and does not accept that different types of housing and tenures necessarily make bad neighbours. Combating social exclusion is a key policy of National and Local Government and the best way to contribute to this will be by ensuring that new housing development creates genuinely mixed communities in York.
- 6.58 York Central development provides the opportunity to embrace Government priorities, as set out in the recent Housing Green Paper "Quality and Choice: A Decent Home for All". It will be for the developer to convince the Council that these principles have been genuinely addressed through a wide choice of housing types, sizes and tenures.
- 6.59 The Council's second survey of housing need was carried out between September and December 2001. The growing mismatch between house prices and local incomes in York is clear from the study findings. Average house prices (Jan-March 2002 quarter) are over £120,000 (£97,000 for flats; £95,000 for terraces) whilst 70% of households in York earn less than £25,000 p.a – nearly half of all households less than £15,000 p.a. The survey concludes that there will be a total requirement for 4,770 new affordable homes over the next 5 years. This acute need for affordable housing in the city is further underlined by the Council's Housing Waiting List which currently

has 4,500 people registered and 50 new applications to register received every week.

- 6.60 In view of the massive affordable housing shortage in the city, an amended policy (H2a) is being put forward as a proposed change to the Local Plan. The policy proposes that 40% of all new housing should be affordable for rent, 5% for low cost shared ownership, and a further 5% for key worker housing where recruitment problems can be identified.
- 6.61 Paragraph 6.8 of this brief states that the York Central site can accommodate up to 3,000 homes, of which 1,500 should be affordable in line with the proposed affordable housing policy in York. Lower targets previously agreed – in Local Plan allocations, development briefs and outline planning applications – would only be retained where developers can demonstrate financial loss against previous land acquisition price. Developers will be expected to submit details of any additional factors that might justify a reduction in the affordable housing requirement - which may include an evaluation of total scheme costs and a financial appraisal of scheme viability. Whilst commercially sensitive information will remain confidential, financial details may be subject to independent financial assessment.
- 6.62 In phasing the development, the whole site will be subject to assessment of the affordable housing requirement prior to consent for part of the site. If difficulties exist, such as different land ownership, these will normally be dealt with by apportioning obligations fairly through Section 106 Agreements.
- 6.63 The affordable rented housing must be transferred to registered social landlords (RSL)(normally a Housing Association), approved by the Director of Community Services, City of York Council, at a price which will enable the RSL to charge affordable rents, as defined by the Housing Corporation, without the need for public subsidy. No social housing grant is available for this site and early discussion with Council Officers is expected. Whatever mechanism for the delivery of the homes is adopted, the arrangements must ensure that the affordable homes and/ or any capital receipts from them continues, in perpetuity, to be applied to the provision of affordable housing in the city.
- 6.64 In accordance with national and local policy and good practice, it will not be acceptable for the affordable homes to be located in one area of the site. Homes should be “pepper-potted” throughout the development in order to create a truly mixed and balanced community. It should be noted that it is likely that there will be a requirement for some elderly persons housing and other special categories of housing and for 3 and 4 bed homes as part of this development. Early discussion with Council Officers is encouraged in order to agree an acceptable scheme in terms of a good mix and balance of house tenures, types and sizes.
- 6.65 To help integration into the wider development, the affordable houses should not be visually distinct from the equivalent type of market sales homes. Affordable housing does not mean small or lower quality homes. The affordable housing should be of a similar size and with similar facilities as the equivalent market sales homes. The density of development of provision for

car parking should, likewise, be comparable, as should any other design innovations.

6.66 Definition of meanings, in terms of an affordable home:

Rented: These are homes which are owned and managed by a Registered Social Landlord and let at affordable rents which are defined by the legislation current at the time and regulated by the Housing Corporation. All RSL's will be able to advise on the rents applicable to this area.

Affordable Ownership: This may take the form of shared ownership where a purchaser part owns and part rents a home from a RSL. Alternatively homes for sale may be discounted by a percentage from their open market value in perpetuity. The expectation is that a RSL owns the freehold of the properties and then sells them on long leasehold to an individual purchaser. This is to ensure adequate controls on future re-sales and occupancy. It is difficult to predict the level of discount needed to make such homes affordable. Currently, schemes are being agreed which set initial sale prices at £45,000 to £55,000 for flats and £50,000 to £60,000 for houses. The percentage discount this represents from open market value is then set as the level of discount for future re-sales. Clearly the details of both rented and sale homes will need further clarification as the scheme progresses.

Community/Leisure Facilities

6.67 York Central, when fully developed, will accommodate up to approximately 6,900 new residents and at least 5,500 employees and it is essential that appropriate community, leisure, sports and health facilities are provided within the scheme. Developers should ensure that high quality indoor and outdoor facilities are provided, as an integral part of the development.

6.68 The range, scale and location of these facilities will be the subject of discussion between the developer and the City Council, in consultation with both the existing and new communities. Developers should take account of City plans for Sport and Active Leisure and Culture and Community Development in developing provision for the area. There will be scope to provide a range of community, cultural and sports facilities to meet the needs of new and existing residents and employees, together with the ill served adjacent area and other outside interests.

6.69 It will be important to provide flexible community facilities which can be used by diverse groups, such as nurseries and crèches, youth groups and the elderly, as well as providing space for workshops, exhibitions etc to create communal vibrancy. A purpose-built facility could serve a variety of functions, including health care delivery, education, social and meeting space. Early discussions will be needed with the Primary Care Trust to ascertain the requirement for additional health facilities to cater for the anticipated rise in population in this area. Opportunities to link community facilities with educational facilities should also be investigated.

- 6.70 Discussions will be needed with the Council to secure the necessary sporting facilities required for the area to meet both existing and future cultural needs. The Railway Institute Queen Street site, which lies partly within York Central, includes an arts and leisure complex comprising gymnasium, bar, catering facilities, theatre, snooker hall, meeting rooms, squash and badminton courts, band room and weights room. It is also a social club with a long history in the city. These key City centre facilities are run on a not for profit basis and can be accessed on a membership or casual use. The facilities are used by residents across the City and for both regional and national level competition in a number of sports and also by local schools.
- 6.71 Developers attention is drawn to Local Plan Policy L1b which requires the replacement of leisure facilities lost through redevelopment proposals. Early consultation and discussion on centrally located replacement facilities, with the aim of securing comparable facilities run on a not for profit basis will be needed with the Council, the Railway Institute and other interested parties.
- 6.72 These discussions should take into account need highlighted in the citywide Sport and Active Leisure Strategy and Development Plan for the development of regional standard sporting facilities with appropriate spectator capacity which can cater for a number of sports including the existing local, regional and national level badminton and martial arts taking place at the site. The need for continued access to facilities during any transitional period should also be taken in to account.

Education

- 6.73 The Council has agreed Supplementary Planning Guidance (SPG) "Developer Contributions to Educational Facilities" which relates to new development and is based on current DfEE guidance. The SPG indicates that the developer's obligation to contribute towards education provision is dependent on the number of homes included in the scheme and the need for additional education facilities arising from the development and includes figures to allow contributions to be calculated. It also states that where a proposed development is of such a size that it is deemed to have a significant effect on education provision in a catchment area it may be necessary for the Planning and Education Authorities to enter into separate negotiations with the developer to agree a contribution which would not be based on the criteria in the Guidance. **Due to the scale of the proposed development at York Central, the following calculations are therefore for guidance only.**
- 6.74 A total of 3,000 new homes at York Central would require in the region of £7.2million contribution to the Local Education Authority, in order to build sufficient capacity into local schools, as a direct result of this development. This figure assumes all dwellings will be 2 bed or larger and does not include an allowance for 1 bed houses, student accommodation or housing for the elderly.
- 6.75 The scale of development proposed at York Central will take a number of years to complete. A phased approach will be needed. It is important to have a clear strategy and comprehensive approach to education provision,

requiring investment in new education facilities at an early phase of the development, ensuring sufficient capacity can be created to cater for later phases.

- 6.76 The development is located within the St Barnabas primary catchment area, which currently has a surplus of 20 pupil places. It is expected that this situation will not change significantly over the next 2 years. A development of 3,000 homes would generate 730 primary school pupils, at a cost of £5,297 per pupil. Therefore, an estimated sum of £3.85 million developer's contribution would be required.
- 6.77 Initial calculations show that due to the scale of the development at York Central, the number of primary pupils produced would require 2 new Primary Schools, at an estimated cost of £4-7 million for each school. This is clearly an area where early discussion with the Planning and Education Authorities will be needed.
- 6.78 The development lies within the secondary catchment area of Millthorpe School. Millthorpe School currently has 94 surplus spaces. It is expected that this will fall slightly over the next 5 years. A development of this size is expected to generate 429 secondary school pupils. This leaves (429-94) 335 pupils to be catered for, at a cost of £7,063 per pupil. Therefore, an estimated sum of £2.36 million developers' contribution would be required.
- 6.79 Lowfield School lies in the neighbouring secondary catchment area. It is currently well under capacity by 155 places and is expected to remain as such for the foreseeable future. It is conceivable that Lowfield School may be able to take some of the pupils generated by the development.
- 6.80 A development of this size would also warrant significant investment in Foundation stage Education facilities. It is estimated that a sum in the region of £993k would be required.
- 6.81 The masterplan will need to include one or two sites for primary schools within York Central, depending on the number of primary school pupils generated by the development.

Hydrology

Flooding

- 6.82 Using information supplied by the Environment Agency, the majority of the York Central site is shown to lie outside the indicative flood plan. The only areas which show a flood risk are: (see plan 1)
- (i) an area adjacent to the ECML in the vicinity of the NRM
 - (ii) the area adjacent to Holgate Beck at Water End
 - (iii) part of the Royal Mail site, Leeman Road.

These areas are susceptible to flooding but have not necessarily historically flooded. Only the area adjacent to the ECML is part of the York Central

redevelopment opportunity, the other two areas are part of the surrounding land safeguarded to facilitate York Central if required and will be needed to accommodate access to the site. Millennium Green forms part of the flood storage system for Holgate Beck. Other opportunities should be investigated for amenity/recreation use which could provide further storage of surface water.

- 6.83 Policy GP15a allows for essential infrastructure to be built on floodplain. However the developer should engage the Environment Agency early in the development process to assess any development constraints with regard to flooding and establish the need for a flood risk assessment for the site.

Drainage

- 6.84 The use of sustainable urban drainage systems, to mimic natural drainage, should be included as an integral part of the design of development in order to reduce surface water run off.
- 6.85 Sustainable drainage systems reduce run off from the site, slow velocity of run off to allow settlement, filtering and infiltration prior to its discharge to a watercourse. Local Plan Policy GP15a requires new development to be effectively designed to reduce urban water. This should be discussed with the Environment Agency and Marston Moor Internal Drainage Board (Board), particularly with respect to future maintenance arrangements of any systems installed.
- 6.86 Marston Moor Internal Drainage Board would need to be consulted over surface water disposal. They maintain and operate a flood pumping station on Holgate Beck near the RSPCA property which is sized for the existing situation with no spare capacity. The Board are currently undertaking a review of this station. Any proposals to discharge additional water with Holgate Beck would need to be included in the review of the pumping station.
- 6.87 The development will also need to take account of the existing drainage systems on the rail infrastructure to ensure adequate drainage of additional surface water. This is of particularly importance under the Railway Bridge at Leeman Road and the north end of the site.

Holgate Beck

- 6.88 Holgate Beck currently runs as an open watercourse adjacent to the Millennium Green site on the periphery of York Central and through the development site in a culvert. The Beck is a Board maintained watercourse under the Land Drainage Act 1991. Part of the Millennium Green is one of two flood storage areas for the Holgate Beck catchment. Any proposal to develop this area would have a significant impact and could put at risk of flooding, properties in the Holgate area. If Millennium Green is required for provision of a road access, the Board would require compensatory storage and/or add or additional pumping capacity to be provided. All matters affecting this watercourse, with the exception of water quality, should be discussed with the Board.

- 6.89 The Board has an interest in the maintenance of flow through the culvert and in the open watercourse that discharges to the river Ouse near the RSPCA premises though they are not owners of either the culvert or the watercourse. They do not clean the culvert but they do clean the open watercourse. The condition of the culvert must be assessed and any remedial works carried out. The consequences of blockage or collapse would be flooding of residential property in Holgate.
- 6.90 Any development needs to take into account the current condition of the culvert, its probable residual life, and access to it for repair or replacement in the future. The route needs to be protected and this may be accommodated by locating a car park or road over the line of the pipe. Future ownership and responsibility for the culvert needs to be considered. If it is intended that the Council should be responsible for it, a commuted sum for maintenance would be required and the culvert would need to be brought up to a satisfactory standard before responsibility could be accepted by the Council. It should be noted that no building or obstruction should be placed within 4 metres of the culverted watercourse to allow maintenance.
- 6.91 The developer is required to investigate the opportunity to reinstate Holgate Beck as an open watercourse as part of the master plan work. This could form part of a sustainable drainage system, linear naturalistic park and wildlife resource. Any proposal would require a feasibility study which shows how the watercourse will be maintained and addresses excavation, re-use on site or removal off site, of potentially contaminated material and leachate issues (see para 6.102-103). However the history of potentially contaminating uses on the site may preclude this option. Also the Beck is located at the narrowest point of the site which may limit scope for action.

Archaeology

- 6.92 The York Central site lies partially within and partially outside the Area of Archaeological Importance (AAI). It is a large and potentially very important archaeological site. There have been relatively few recent archaeological observations in the vicinity. However, work in the 19th century and in the last 5 years has demonstrated the existence of archaeological deposits across the site.
- 6.93 The site will contain evidence relating to prehistoric occupation around a probable large post-glacial lake (evidenced by extensive peat deposits): the Roman cemetery around and underneath the Railway Station; the Roman cemetery by Blossom Street (at the Lowther Terrace end of the site); the Roman topography and environment of this area; the exploitation of the area in the post-Roman period; and the wholesale remodelling of this part of York to create the 19th century and later railway and industrial landscape.
- 6.94 Proposals for redevelopment of the area must be preceded by a desk-based assessment (dba) of the existing archaeological information, followed by full archaeological evaluation of the site. The dba and the evaluation will determine what archaeological deposits are present on the site, what the

profile of these deposits is, what date the deposits are, what their research potential is, how important they are and whether or not they should be preserved in-situ. A brief for the dba and the evaluation must be agreed in writing with the Archaeologist, City of York Council.

- 6.95 The final form of development will be required to demonstrate that within the Area of Archaeological Importance at least 95% of any archaeological deposits will remain intact on the site after development takes place. In that part of the site which lies outside the AAI, any deposits which are of national importance must be preserved in-situ. The need to preserve deposits or features of national importance may influence the physical layout of the scheme. It is essential therefore that the dba and evaluation exercises are undertaken as early as possible in order to inform the design process. The City of York Council will provide guidance on how this can be achieved successfully. A report on the dba and on the results of the evaluation and a statement indicating how the development will meet the 95% preservation target (a mitigation strategy) will be required before any application will be determined. If there are burials preserved on this site, the Home Office will normally require the removal of the burials prior to development commencing.
- 6.96 This advice is in accordance with the policies contained in the Local Plan and the advice contained in *Planning Policy Guidance 16: Archaeology and Planning*.

Air Quality

- 6.97 York Central lies outside the Air Quality Management Area (AQMA). However, in accordance with Policy GP4b in the Local Plan the site will require an assessment of its impact on air quality in addition to a Traffic Impact Assessment (TIA).
- 6.98 Due to the scale of the development it will require a detailed air quality assessment such as a full ADMS-Urban assessment, based upon the Traffic Impact Assessment and the predicted increases in daily average traffic flow (AADT). The assessment would need to identify the impact in terms of air quality on roads within, adjacent to and on the surrounding road network, paying particular attention to those areas currently within the AQMA, e.g. Leeman Road and Holgate Road, and those areas where air quality is a concern, but not currently in breach of the air quality objectives e.g. Water End and Salisbury Road. The assessment would need to consider the impact of planned and committed developments in the area.
- 6.99 Air quality scenarios to be modeled should include the current situation with no development, the current situation plus York Central and the current situation plus York Central plus other developments. An early discussion with Council's Environment Protection Unit is recommended.
- 6.100 Procedures should be put in place to minimise dust during the demolition and construction phase.
- 6.101 Where mitigation measures are required, as a direct result of York Central, developers will be required to enter into an S106 Agreement to implement

measures to offset any increase in local pollutant emissions and/or make an appropriate financial contribution.

Contamination, Noise, Vibration

Contamination

- 6.102 Most of the site has been used in the past for industrial and railway-related uses which is likely to have caused contamination. Planning Policy Guidance 23 (PPG23) Planning and Pollution Control requires the Council to consider the impact of contaminated land upon any proposed developments. Therefore a desktop study of historical uses of the site, dating back at least as far as 1800, if possible, must be submitted with the Master Plan.
- 6.103 A review of the previous site uses has revealed the potential for contamination from a number of different sources. Possible contaminants include coal dust, coal ash, spent oxides, heavy metals, fuel/heating and lubricating oils, asbestos, iron and steel slag, sulphates, phosphates, cyanides, acids, alkalis, solvents and biological hazards. A site investigation survey should be undertaken to establish the extent to which the site is contaminated by toxic or other noxious materials. The site will need to be made suitable for its' proposed use, based upon a risk assessment of the results of the survey. A remediation scheme to deal with any contaminated materials present on the site, including the amelioration or removal of any contamination, will need to be submitted to the Local Planning Authority in writing for approval. The remediation scheme should assess the risk to all relevant receptors, including local watercourses and ground water. The approved scheme will need to be implemented before the development is occupied.

Noise and Vibration

- 6.104 There will inevitably be an increase in noise during construction, but this will be limited in duration and will be further reduced through a restriction on the hours of operation and through controls contained within the Control of Pollution Act 1974 and British Standard B.S. 5228: Part 1: 1997, a code of practice for "Noise and Vibration Control on Construction and Open Sites" and in particular Section 10 of Part 1 of the code entitled "Control of noise and vibration".
- 6.105 Noise will be considered using Planning Policy Guidance 24 (PPG24) Planning and Noise. A noise and vibration impact assessment (NIA) will be required in order to determine the impact of the proposed development upon local residents and occupiers of local premises. The NIA should also determine the impact of the existing railway, road traffic and industrial and commercial uses and proposed industrial, road traffic and commercial uses on the proposed residents. A noise and vibration survey should be undertaken prior to the development commencing on site in order to establish existing levels.

- 6.106 The impact of traffic noise on existing and proposed residents shall be assessed according to PPG24 and using the methodology detailed in "Calculation of Road Traffic Noise", CRTN (DoT 1988), in order to determine the level of sound insulation required.
- 6.107 The impact of commercial and industrial related noise will be assessed according to B.S. 4142 Method for Rating Industrial Noise affecting mixed residential and industrial areas, in order that noise does not give rise to complaints from the existing and proposed residents during the daytime.
- 6.108 The results of the NIA shall also be compared with the recommendations and guidance from the World Health Organisation and B.S. 8233. The NIA should include an assessment of the impact of road and rail noise upon the proposed development.
- 6.109 The introduction of more residents, businesses and traffic in this area will inevitably lead to an increase in existing noise levels, but this can be minimised through sensitive masterplanning and by noise mitigation measures. The NIA report should recommend mitigation measures, which will need to be approved by the Council and implemented before that part of the site is occupied.

Environment Impact Assessment

- 6.110 The development proposals for York Central will need an Environmental Impact Assessment (EIA) in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 (SI 1999 No 293). The EIA requires the preparation of an Environmental Statement (ES), which addresses the direct and indirect effects of the development on a number of factors including population, fauna, flora, air, climate, noise, climate, landscape and archaeology.

Phasing

- 6.111 A number of factors, such as the size of York Central, the complexity of land ownerships and the mix and scale of uses required on the site, mean that it will not be possible to ensure the site is developed in a single phase. The Council will consider a phased development, if the developer can give suitable assurances that a comprehensive, mixed-use scheme for the whole area, based on an agreed Master Plan and the requirements of this Planning Brief can be delivered.
- 6.112 This is likely to be through an appropriate legal agreement, such as a 106 Agreement. Commitments for advanced works for key infrastructure aspects of the later phases, such as site access works, education and community facilities, landscape structure etc will be a requirement in any proposals for phased development.
- 6.113 The details of any phasing agreement will depend on the details of a proposed development and must be discussed as part of the master planning process.

Planning Agreements

6.114 The City Council will, where appropriate, seek to enter into a Section 106 Agreement with the developer of York Central, who is referred to Policy GP13 of the Local Plan. A Section 106 Agreement framework will need to be negotiated as part of the Master Plan process, in order to ensure that the whole development is reflected in the agreement and equitable contributions are required over the phased development period. It will incorporate requirements where works or facilities are needed, on and/or off site, as a direct result of the York Central development. The following headings indicate the areas where works or financial contributions are likely to be required. However there could be other issues which emerge from the detailed proposals where agreements will be needed:

- Affordable Housing
- Air Quality, contamination and noise
- Archaeology
- Community and Leisure Facilities
- Education Facilities
- Life Long Learning and Training
- Maintenance Agreements for Open Space/Public Realm and Landscaping
- Open Space, Public Realm and Landscaped areas
- Phasing requirements.
- Public Art Strategy
- Public Highway and public transport provision

6.115 The council recognises that York Central is a complicated and difficult site to develop, involving costly infrastructure and a long time frame for completion. It also acknowledges the unique nature of this site in the heart of the city and the exceptional opportunities it brings forward for the city in terms of jobs, houses, leisure/tourism facilities and potential new transport solutions, as outlined in this development brief. The council is particularly keen to ensure the highest quality development on York Central which will complement the historic City. In recognising the special nature of York Central in terms of quality development, abnormal costs associated with the potential scheme and the fact that the scheme will need to be financially viable in order to be delivered, the council may be prepared to consider these abnormal costs in its negotiations with developers on the planning agreements and obligations related to the development, whilst still respecting the integrity of the aspirations of this Brief. Such discussions would need to be based on a thorough understanding of the development appraisal associated with the final development plans for the site. The developer of York Central is urged to work closely with the council in the master plan and outline planning

applications stages of the scheme to ensure a co-ordinated approach, which will result in a quality product which fulfils the needs of York and the region and presents the developer with a viable scheme which can be delivered.

7. SURROUNDING AREAS

- 7.1 The following four areas lie outside the development opportunity and are shown hatched on Plan 2. They are included as part of the Action Area designation in the Local Plan and in this Planning Brief in order to ensure that essential links between the development site and the rest of the City can be achieved.
- 7.2 These sites are not included in the comprehensive development opportunity site and can therefore be developed ahead of a phased comprehensive development scheme once a Master Plan has established how they contribute to the York Central site.

Land adjacent to Holgate Beck and Water End (Millennium Green)

- 7.3 The Millennium Green is an important open space and is managed for its wild life benefit. The grassland shows particularly rare indicator species of ancient flood meadows. It has been developed with grant from various funding bodies. The amenity value of the site has been significantly enhanced through the considerable efforts of the community. This is reflected specifically in two features constructed by the community; which are the mosaic feature and the millennium oak tree and seat.
- 7.4 The Millennium Green has been included in this Brief because it could be needed to facilitate road access to York Central from Water End, and to relieve the existing access to the residential streets around Salisbury Terrace. The Council retained ownership of a small parcel of land for this purpose when the land was developed as a Millennium Green. The exact land take needed to build a road is not yet known, however, if possible, it should not impinge on the Green beyond the allocated land. Following feasibility studies and a sustainability appraisal, should a road and a reasonable amount of additional land prove absolutely vital, this will need to be discussed with the Millennium Green Trust (leaseholder) and Leeman Road Environmental Action Force (LEAF).
- 7.5 The developer will be required to replace any open space needed to accommodate a road access, by new open space within the development scheme, in accordance with Local Plans Policy GP7. The developer will also be expected to meet any conditions arising from breach of contract with funding bodies, including repayment of grant and any legal costs. Every effort should be made to minimise any effect on the grassland area and restore any affected areas. Steps should be undertaken to prevent any damage occurring to the mosaic and the tree and seat during the development.

The Mail Site Centre and Land in the Vicinity of Scarborough Bridge

- 7.6 Pedestrian and cycle links between York Central and the rest of the City will be important to ensure the new development becomes an integral part of York. The route from York Central through Marble Arch is the closest link between the site and the City Centre and is viewed by the Council as a

strategic pedestrian and cycle access to the development. The developer will be required to link Marble Arch to the existing riverside and Scarborough Bridge routes by upgrading the existing footpath alongside the Mail Centre site and contributing towards improving Scarborough Bridge. He will also be required to consider the creation of a pedestrian link directly into the station at this location.

- 7.7 Although the Mail Centre site is not part of the redevelopment opportunity, it could, depending upon their plans to relocate, provide an opportunity to create a stronger link between York Central and the riverside. If the Mail Centre site becomes available for development, the developer of the site will be required to expand this critical link between Marble Arch and the riverside, opening up opportunities to improve the area around Scarborough Bridge
- 7.8 Redevelopment of the Mail Centre site could commence ahead of comprehensive development once the Master Plan process has established how the site contributes to the access strategy for York Central.

Holgate Park

- 7.9 It is not anticipated that Holgate Park be developed as part of the Central Business District, but it is essential that the links between the Holgate area and York Central are made. (see paragraph 5.11)
- 7.10 An access will be required from Holgate Park into the site, although it has not yet been established whether this will be a pedestrian and cycle access only or whether it will also be required for vehicles. The exact location is not yet determined and is dependent to a large extent upon the final configuration of the rail sidings in this vicinity. The number of sidings retained for operational rail use will have a direct impact on the optimum location for a bridge spanning the rail lines.
- 7.11 The manufacture of railway carriages by Thrall, on Holgate Park is due to close down in December 2002. The Council consider this site to be of strategic importance for rail manufacturing in the City as this key site is currently connected into the rail network. It is extremely difficult and costly to provide new rail links into the rail network, which is why retaining existing links is important. There are also a limited number of large manufacturing sites in the City and difficulties in providing new ones given local land pricing on mixed-use sites.
- 7.12 Adjacent to Thrall is a vacant site which is earmarked for B2 uses, related to the relocation of rail related employment from the York Central development site.
- 7.13 Between Thrall and Holgate Road is an area of land which the community group CRY (Community Regeneration York) is negotiating to develop as a community facility for the City. This site was identified as a neighbourhood site as part of the SRB2 work on Holgate Park.
- 7.14 Development in Holgate Park can be progressed ahead of the comprehensive development of the development opportunity site, once a Master Plan

process has agreed how York Central fits within the context of Holgate Park, in particular allowing for an access into York Central from the business park.

Transport Corridor

- 7.15 The detailed alignment of the potential transport corridor and work on how to achieve a mass transit solution which serves the needs of York Central and the wider city will emerge from the TIA and master planning process. However, in order to ensure that a potential route is safeguarded a corridor of land is included within the Action Area between the York Central site and the Outer Ring Road. Early work on the transport implications of large scale development at York Central indicate that a radical and innovative solution to transport is needed to move the potential number of people working and living on the site in and out of the area. The developer will be expected to work with the Council to look this route and investigate land availability adjacent to the railway line in this location.
- 7.16 The potential route may require alteration to rail sidings along the route, which could impact on rail operations such as freight uses. Further consideration of the impact of the corridor on rail sidings, York Business Park and other businesses/landowners along the potential route will be needed once the requirement for the route is firmly established. This should be done in full consultation with landowners and rail operators.

A1 SITE DESCRIPTION

A1.1 York Central is located in the central area of York, west of the Railway Station. The Station is within the Central Historic Core Conservation Area. Part of York Central lies within the City Centre Area of Archaeological Importance.

Listed Buildings/Ancient Monuments

- A1.2 - City Walls: Ancient Monument
- The Railway Station: Grade II* Listed
 - The Royal York Hotel (now Le Meridien): Grade II Listed
 - The Railway Institute water tank and workshop: Grade II Listed.

Other buildings within the site are currently being considered for listing by DCMS.

Railways

- A1.3 The site consists largely of rail related land use. Railways surround and define the redevelopment opportunity.
- A1.4 The East Coast Main Line (ECML) runs along the northern and eastern edges of the site, and a Freight Avoidance line (FAL) which allows freight traffic to travel through the area without entering York Railway Station, runs along the south west length of the development area. In addition, Rail manufacturer, Thrall, who are located on Holgate Park, are served by a siding which links into the FAL.
- A1.5 The other dominant railway feature in the area is the York Railway Station which is located on the eastern periphery of the site. This is a major station on both the London to Edinburgh East Coast line, and the Trans Pennine line, and caters for many national and local trains travelling both north-south and east-west, being centrally located on the National Railway Map.
- A1.6 The National Railway Museum is also located within the site and is linked into the existing railway network for access.

Highways

- A1.7 Highways access into the York Central site is restricted. Leeman Road is the only through road on the site, providing access via two bridges under the East Coast Main Line on the eastern and northern boundaries of the site. Both have restricted headroom.

- A1.8 Leeman Road is a single carriageway road which links via Marble Arch from Station Road in the centre of York, adjacent to the Railway Station, through the development area, to residential development and Water End located north of the site and the City Centre.
- A1.9 The route passes through a mix of industrial/commercial development at its eastern end, and services the National Railway Museum and existing residential areas and businesses.
- A1.10 North of the Site, Leeman Road passes under the railway again, and exits to the north via Livingston Street, Salisbury Terrace and Kingsland Terrace which form a one way system through the Leeman Road residential area. The roads in this area are traffic calmed to reduce speeds.
- A1.11 Salisbury Terrace is the main access from the area to Water End, which runs north west of the site, linking the A59 Poppleton Road and the A19 Clifton. The A59 and A19 are two main radial routes into the City Centre from the north.

ANNEX 2

A2 PLANNING POLICY FRAMEWORK

A2.1 York Central is a unique opportunity to bring together a wide range of Government and local policies and initiatives on a single site. The following policies support the comprehensive development of the area for a mix of activities.

Government Policy

(i) Delivering Urban Renaissance

A2.2 The reuse of brownfield sites is now a well-established alternative to greenfield development. The Lord Rogers report (November 2000) is based on practical solutions to bring people back into cities. It suggests that cities should be more compact and connected and a range of diverse uses be created within a sustainable environment, supported by well-integrated public transport. The key themes of recycling land, improving the urban environment and delivering regeneration, are all reflected in York Central.

(ii) The Regional Development Agency (RDA): Yorkshire Forward

A2.3 The RDA Economic Development Strategy has a vision for Yorkshire and the Humber, which is sustainable with empowered partnerships in communities in a culture of enterprise and creativity. This strategy for the regional economy includes growing the existing and new businesses to achieve high and stable levels of economic growth and jobs, utilising the full capacity of the unique physical and environmental assets to achieve a balanced and sustainable economy. Objectives of the tenure framework for the Region highlights getting the best out of the Region's physical and environmental assets, growth of the businesses and improvements in Education.

(iii) Regional Planning Guidance

A2.4 The spatial strategy in the Regional Planning Guidance for Yorkshire and the Humber (October 2001) aims to create a more sustainable region and achieve urban and rural renaissance by focussing development in the regions main towns and cities. Policy P1 which relates to strategic patterns of development states that wherever possible development should be located within urban areas and Development Plans should start with reuse of suitable previously developed land and buildings within urban areas.

(iv) PPG12, Planning and Development Briefs: A Guide to Better Practice (DETR 1998)

A2.5 This guide gives guidance in the preparation and use of site-specific planning and development briefs. It is aimed primarily at local planning authorities, but contains advice useful to anyone involved in site-specific briefing including landowners, developers and interest groups.

Local Plan

- A2.6 The third set of pre-inquiry changes to the Deposit Draft Local Plan (referred to for the purposes of this Brief as the Local Plan) includes a chapter which specifically refers to York Central: The separate chapter is an indication that the Council recognises York Central as important to the City's future sustainable development. The policies need to be approved by Members and public consultation carried out prior to being agreed as Council policy and could be subject to change.
- A2.7 The Local Plan estimates the land supply necessary to meet the demands for housing and employment over the next 20-25 years, to ensure a permanent Green Belt. The end date for the Local Plan is 2011 and sites have been allocated to meet demand to this date. In addition, in order to ensure the Green Belt has permanence, further sites have been identified as suitable for development, but held back as a reserve supply of land that may be required after 2011 (known as reserved land).
- A2.8 York Central has been excluded from the calculation of future land sources for the City for the timescale of the Local Plan because it is a complex site to develop, with areas of the site currently used for operational railway and associated industries. The reason for this exclusion is the implication for the permanence of the Green Belt if the development of York Central is delayed, requiring a further Green Belt review in the short to medium term. This does not detract from the priority being given to bring York Central forward. The site is seen as a tremendous opportunity for the City. When viability of York Central is established it will count towards the City's land requirements and will result in the Green Belt boundary remaining unaltered for an even longer period than the 20-25 years planned.
- A2.9 The York Central chapter of the Local Plan (Chapter 15) includes four policies related to the site:
- YC1 - designates the site as an Action Area and requires it to be developed comprehensively as a Central Business District and residential community in accordance with an approved Master Plan
 - YC2 - requires the development of York Central to be guided by a Planning Brief which defines the role of planning obligations related to site development
 - YC3 - requires development of York Central to be fully integrated in terms of transportation
 - YC4 - requires a quality development with high standards of design and materials.
- A2.10 The following policies refer directly to York Central

Chapter 1 : Local Plan Policies.

SP9 - Action Areas A general policy on Action Areas identifying York Central

Chapter 11 : Leisure and Recreation

L1a - Leisure Development Allows for leisure development to be considered on York Central as part of a comprehensive scheme.

Chapter 12 : Visitors

V4 - Hotel Sites Allows for hotel development to be considered on York Central as part of a comprehensive scheme.

A2.11 Other general policies in the plan which should be referred to by developers of York Central:

Chapter 1 : Local Plan Strategy

SP7a - Sequential Approach to Development

SP8 - Reducing Dependence on the Car

Chapter 2 : General Policies

GP1 - Design

GP3 - Planning Against Crime

GP4a - Sustainability

GP4b - Air Quality

GP6 - Contaminated Land

GP7 - Open Space

GP9 - Landscaping

GP11 - Accessibility

GP13 - Planning Obligations

GP15a - Development and Flood Risk

Chapter 3 : Nature Conservation and Amenity

NE1 - Trees, Woodlands and Hedgerows

NE2 - River and Stream Corridors, Ponds and Wetland Habitats

NE3 - Water Protection

NE7 - Habitat Creation and Protection

NE8 - Green Corridors

Chapter 4 : Historic Environment

HE2 - Development in Historic Locations

HE4 - Listed Buildings

HE10 - Archaeology

Chapter 6 : Transport

T2 - Cycle/Pedestrian Network

T4 - Cycle Parking Standards

T5 - Traffic and Pedestrian Safety

T7a - Bus Stations

T7b - Making Public Transport Effective

T7c - Access to Public Transport

T13a - Travel Plans and Contributions

T18 - Highways

T20 - Planning Agreements

Chapter 7 : Housing

H2a - Affordable Housing

H3c - Mix of Dwellings

H5a - Residential Density

Chapter 8 : Employment

E1a - Premier Employment Sites

Chapter 9 : Educational Establishments

ED4 - Developer Contributions Towards Education Facilities.

Chapter 11 : Leisure and Recreation

L1b - Loss of Local Leisure Facilities

L1c - Provision of New Open Space

L2 - Allotments

Chapter 12 : Visitors

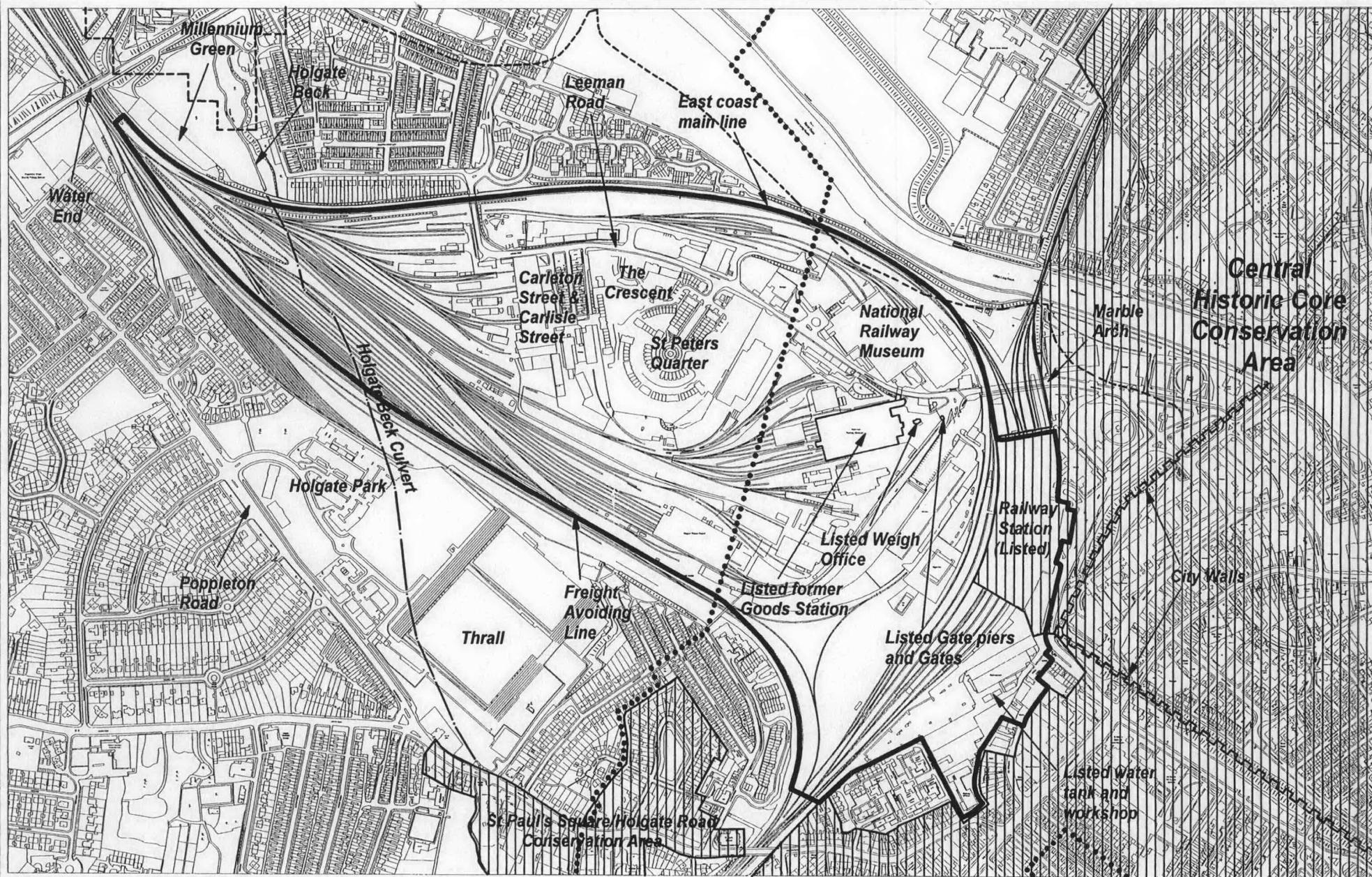
V1 - Visitor Related Development.

Chapter 13 : Community Facilities

C6 - Developer Contributions Towards Community Facilities

Chapter 14 : Minerals and Waste

MW7 - Temporary Storage for Recyclable Material



- KEY**
-  York Central Site
 -  Boundary of Conservation Areas
 -  Boundary of Area of Archaeological Importance
 -  Boundary of Indicative Flood Plain
 -  Holgate Beck Culvert



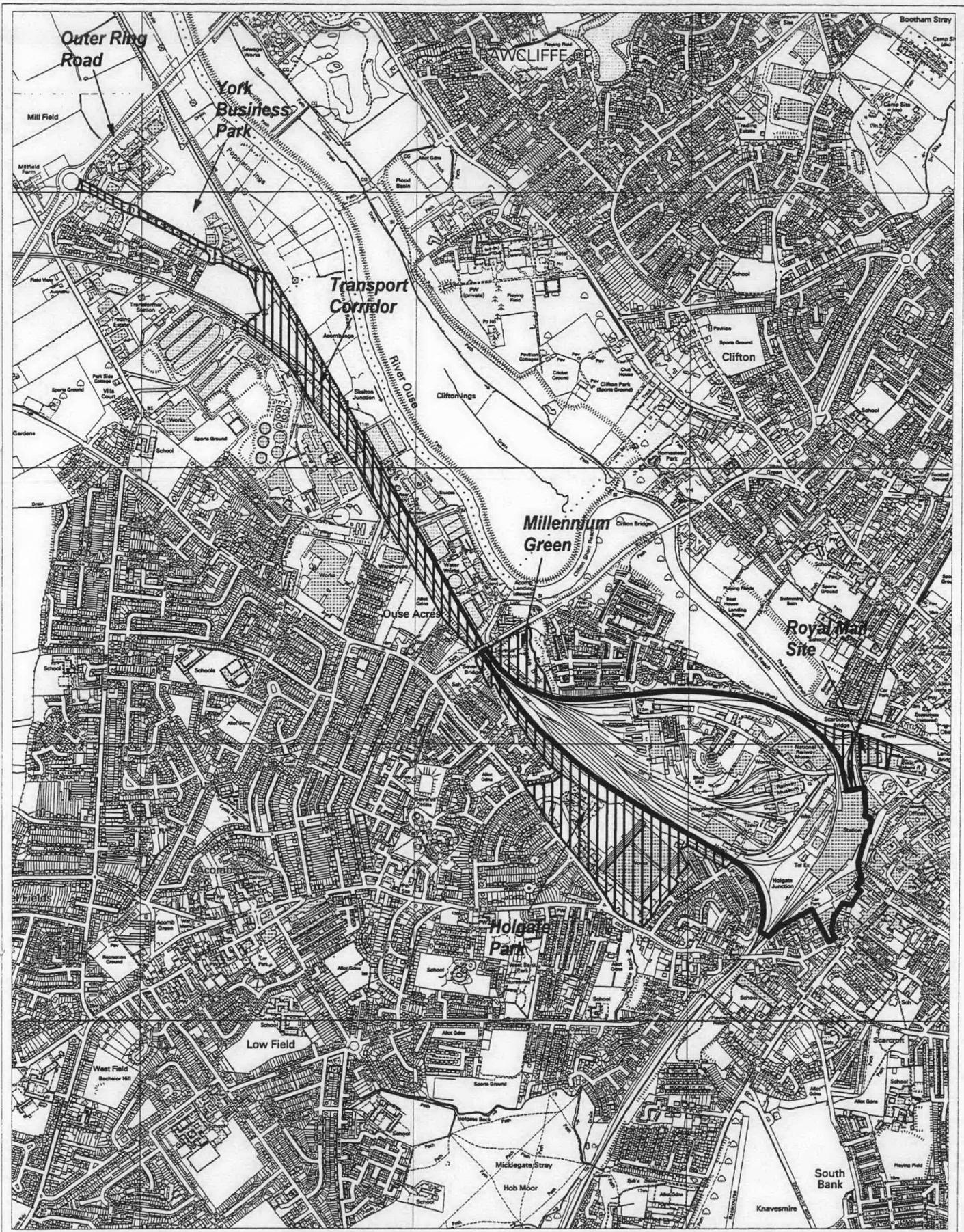
Project
York Central Planning Brief - Plan 1
 Not to scale

Date 3/9/2002

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KEY

-  York Central Site
-  Surrounding Areas
-  Action Area Boundary



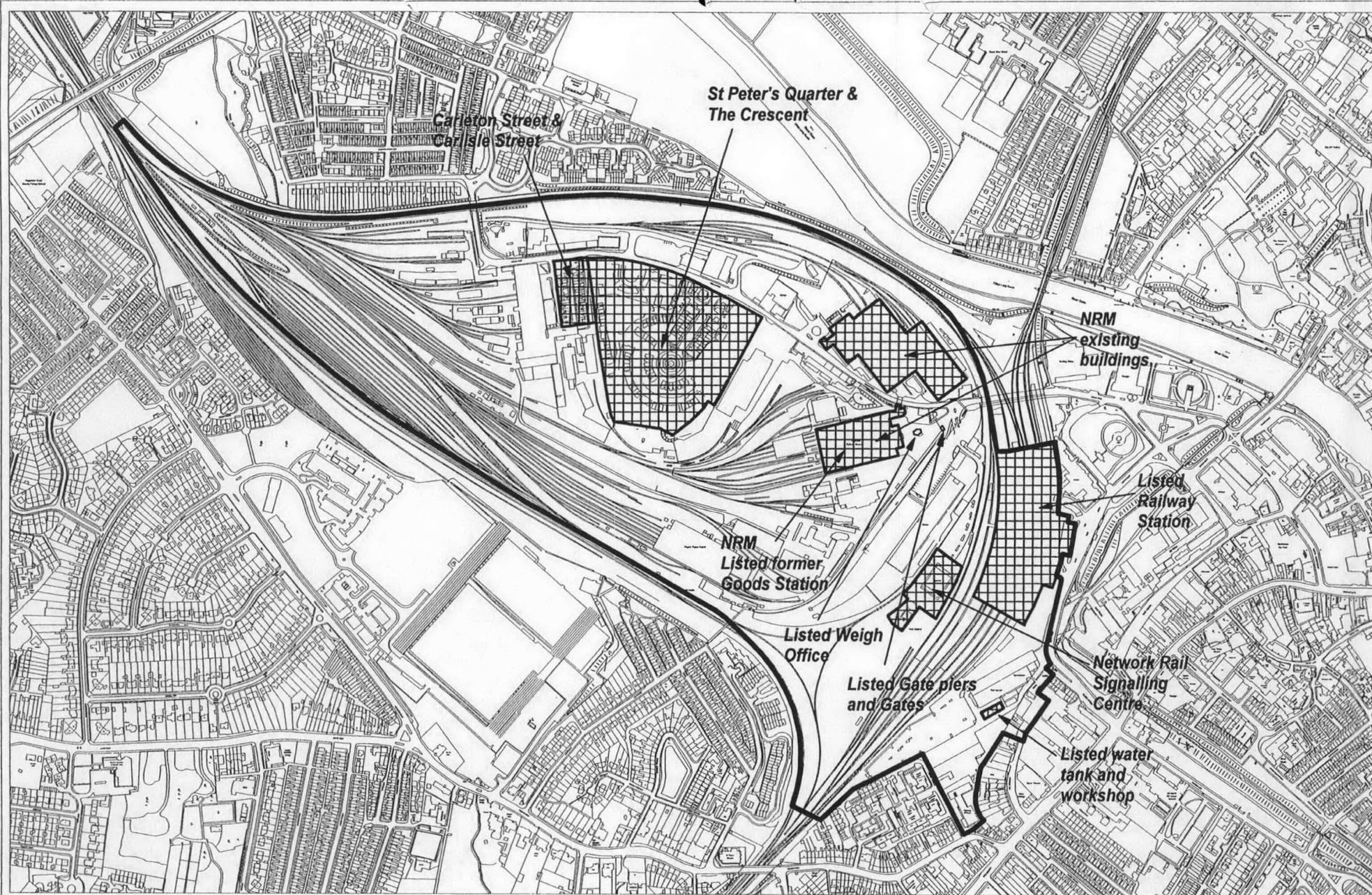
Date 7/10/2002

Project
York Central Planning Brief - Plan 2
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Drg No: DR/02/96



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KEY

-  York Central Site
-  Areas which will remain on site and need to be integrated into the final development



Project
York Central Planning Brief - Plan 3
 Not to scale

Date 2/4/2003

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