



Masterplanning a new community

Designs for a town extension in York

Joseph Rowntree Foundation

with masterplans by Aire Design, EDAW, John Thompson & Partners and PRP Architects

2001

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Creating a new community



1901

In 1901 the chocolate maker and philanthropist Joseph Rowntree decided to create a new community just to the north of York. He commissioned Barry Parker and Raymond Unwin as masterplanners and architects to produce a 'garden village' at New Earswick. The enterprise proved to be a model not just for garden cities – Parker and Unwin went on to design Letchworth and Welwyn Garden City – but for numerous private and public suburban housing developments over the next half century.

2001

One hundred years later, the Joseph Rowntree Foundation hopes to have responsibility for creating another new community on the edge of York. The priorities will be different this time: first, an environmentally sustainable development which will not

impact adversely on neighbouring communities; second, the creation of a strong mixed tenure community with a high quality of life for residents; and third, a model which others contemplating edge-of-town extensions may find useful. An over-arching priority will remain the creation of a vibrant community with a high level of involvement by its citizens in decisions that affect them all.

The land for the new development at New Osbaldwick is mostly in the ownership of the City of York Council, an authority with a reputation for leading the way with its strategic thinking. Rather than simply selling the New Osbaldwick site to a speculative developer, the council is keen on a partnership approach. The aim is to achieve a high proportion of affordable housing, top quality design with well-used green space, good traffic management and a safe and sustainable environment. The council's desire to achieve these important objectives may diminish

the price it obtains for the land, compared with a simple open market sale. But the outcome, we hope, will provide the best value for both the new and existing communities in York.

A model

Research on demographic trends by the Joseph Rowntree Foundation has highlighted the continuing requirements for additional housing to meet the needs of tomorrow's households. It has also shown that not all of this can take place on brownfield recycled land. We have come to the conclusion that one of the most acceptable ways of achieving large numbers of new homes is in attaching them to sites on the periphery of towns and cities. This approach avoids more 'town cramming' within pleasant villages and smaller towns and achieves lower land prices than result from a multiplicity of small developments.

Developing these sites should produce planning gains that can help to fund affordable housing, community facilities, good landscaping or local employment opportunities. Unlike free-standing settlements which generate constant car journeys, edge-of-town extensions allow new residents to link into the existing infrastructure



The garden village of New Earswick

of public transport and services, shops, work and schools. If town extensions are to be the way forward, New Osbaldwick may be a chance to demonstrate the merits of this approach.



A vision of a strong mixed community at New Osbaldwick

The future

The foundation's hope – our vision – is that, four or five years from now, about 500 extra homes with valuable additional amenities will be built on the site at New

Osbaldwick. The development will be truly mixed, with the rented homes and low cost home ownership properties scattered among the owner occupied houses. This mixing will avoid any part of the development becoming stigmatised as social housing available only for 'the poor'. By offering flexible tenure, house purchasers who run into financial difficulties will have a chance to sell to us and stay on as tenants. Tenants who prosper will be encouraged to buy, becoming shared or full home owners.

If the project goes ahead with the Joseph Rowntree Housing Trust as the developing body, the properties in New Osbaldwick will meet the foundation's Lifetime Homes criteria for accessibility and adaptability. And we will also seek to ensure that there are mechanisms in place for meaningful civic engagement by residents in the management of the whole community, and possibly at some stage in the collective ownership of communal facilities.

Since we will be risking millions of pounds up front – on infrastructure, extensive community participation, burying existing power lines, paying fees for masterplanners and lawyers – the project will not be without its hazards. But we are fortunate indeed in York in having a local authority

which shares the vision of housing development that can enhance an area, that can be fully integrated within the fabric of the existing city and that can demonstrate how much good planning and good architecture can achieve.

This report

This report begins with a look at master planning and what it can contribute to building successful new communities. It then tells the story of how our consultation process involved those living and working close to New Osbaldwick. The next chapter, by our planning adviser Les Sparks, explains why the submission by PRP Architects was the preferred choice of the judges. The final four chapters reproduce the competition entries that we commissioned, with an award of £10,000 each, from Aire Design, EDAW, John Thompson & Partners and PRP Architects.

Even if – heaven forbid – the project does not proceed as we hope, the exercise will have been worthwhile for the ideas generated by this process. We are deeply grateful to the members of City of York Council who have participated and to the local authority officers for their full involvement throughout. We are also extremely appreciative of the work of the four teams who submitted their ideas for New Osbaldwick and hope all these will provide inspiration to others engaged in similar developments elsewhere.

Richard Best

Director, Joseph Rowntree Foundation



Masterplanning and why it is needed ■■■■

Kelvin MacDonald, Director, Room

The need for new communities

- Public involvement
- Mixed development – and the appeal of ‘community’
- Building town extensions

Barriers to development

- Conservation v. development in the green belt
- The risk of delays
- The need to link planning and investment
- Political barriers
- Lack of openness in planning agreements

The case for masterplanning

The building of New Earswick in 1904 marked a significant milestone in the development of new settlements. It proved that healthy living in well designed and spacious surroundings was not the exclusive preserve of the better off and showed that it was possible to plan for, and create, physical and social communities rather than simply rows of speculative housing.



New Earswick – quality housing not just for the better off

Now, nearly a century later, there is the need for similarly comprehensive and radical thinking about the ways in which we develop communities in Great Britain. Just as New Earswick incorporated progressive ways of working and innovative solutions to address contemporary problems, so the development of new communities in the 21st century must produce schemes that address a new national agenda. This includes:

- the need to accommodate the growth in the number of households
- the necessity of providing housing for those in need now and in the future
- the desire for greater quality in the places which we create
- pressures to protect the countryside
- the need to address the exodus from many urban areas
- the desire to create truly mixed communities
- the push to create developments which are sustainable not only in environmental terms but also economically and socially
- the recognition that communities must be involved in designing and achieving the future for their areas
- the growing social and economic divisions existing within increasing affluence.

The need for new communities

Barry Parker said: 'When [New Earswick] was established housing was almost the undisputed realm of the speculative builder.' Joseph and Seebohm Rowntree, however, saw housing as being a key weapon in the fight against poverty. Seebohm had conducted a social survey of York, published in 1901, which revealed the poor housing conditions and economic deprivation experienced by a quarter of the population of that city. In the same year, Joseph Rowntree brought the 150 acre site that was eventually to accommodate the new community. When the Joseph Rowntree Trust was formed in 1904, one of its main objects was 'the improvement of the conditions of the working classes by the provision of improved dwellings'.

Raymond Unwin and Barry Parker started work on this task in 1902. They brought a set of beliefs to the work that not only helped to mould British planning practice but which need to be reflected in any planning process in the 21st century. For example, long before it became a central plank of the current government's policies on housing, Parker and Unwin believed in affordability and in mixed communities. Unwin wrote in 1920: 'Both in town and site

planning it is important to prevent the complete separation of different classes of people which is such a feature of the modern English town.'

The five criteria established for New Osbaldwick – sustainability, affordability, safety, community values and high quality design ([see page 35](#)) – directly reflect many of the values embodied in New Earswick nearly a century ago.

Public involvement

Parker and Unwin believed that town planning was a 'democratic art'. Raymond Unwin told those assembled for the Dublin town planning competition in 1916 that: 'As citizens you should study and discuss plans. The city plan should express the ideals and provide for the needs of the citizens. In order to do this effectively, the plans and reports should be published on the widest possible basis and exhibitions and general discussions held.'

This principle was followed in New Earswick, just as it has been in New Osbaldwick. As early as October 1903, a residents' group met Seebohm Rowntree and Parker and Unwin to discuss the housing design. The subsequent sections in this report show how this process was repeated in New Osbaldwick in 1999 in an even more

open way. Public consultation was an integral part of the masterplanning process embarked upon by City of York Council and the Joseph Rowntree Foundation.



New Earswick was designed as a free standing community

Mixed development – and the appeal of ‘community’

But new communities at the beginning of the 20th century, like their counterparts at the start of the 21st century, could not afford to be charitable undertakings designed to

test out new beliefs. When speaking at the opening of the New Earswick Folk Hall in October 1907, Joseph Rowntree told the new villagers that, ‘We want at Earswick to do something towards the housing problem, and the value of our experiment will very much depend upon whether we are able to make it pay. If we can pay something like 3 per cent it is probable that we shall have many imitators.’

Following the ending of the state-initiated new towns programme – which ran from 1946 to the 1990s and which saw 32 new towns developed – the development of new communities is now largely driven by the need to ‘make it pay’. Yet in marketing their homes, developers are increasingly seeking to sell the ideal of community.

Cambourne, near Cambridge, has been developed by a consortium of three of the country’s largest house builders. Its promotional material deliberately looks backward. ‘Cambourne will be a fine place for you and your family to live, because it is reminiscent of a better time – where a feeling of community and a sense of belonging combine ...’.

In Great Notley Garden Village, a community on a 465

acre site near Braintree in Essex, the names of the house types conjure up the social divisions of a bygone age – the Hall, the Gatehouse, the Rectory and, interestingly, the Almshouses – even though the actual proportion of social housing is small.

In order to satisfy the requirements of local planning policy, developers of larger scale housing developments need to provide a mixed community in terms of land uses, tenure, income and population. For example, Great Notley will have some 2,000 homes and a 37,200m² business park. The planning gain agreement provided for 150 homes for rent (7.5% of the total), a by-pass, community and sports facilities, a country park and sites for a primary school and a church.

A few developments aim to achieve more than simply building houses that will sell and providing sufficient community benefits to gain planning permission. A prime example is Poundbury, which is being developed by the Duchy of Cornwall. Over the course of 20 to 25 years, Poundbury will house 5,000 people in an extension to Dorchester. The Duchy places Poundbury firmly in the tradition of pioneering new communities. The promotional material states that sprawling suburban developments



New Osbaldwick: PRP's plan for an extension to York

now surround many urban areas without relating to the 'heart or heritage' of the place. 'Over the last century, brave attempts have been made to challenge this trend. Several enlightened philanthropists and town planners have pioneered the concept of building what have been termed "model" villages Notable developments

include Port Sunlight, Welwyn Garden City and Bourneville. Poundbury ... is the latest project to challenge the current conventions of planning and development along lines championed by the Prince of Wales.'

Building town extensions

The development of new communities as extensions to existing urban areas is firmly in line with current planning thinking and government policy. New Osbaldwick is planned to reflect this. In this it differs from New Earswick, which was built as a free-standing community near the Rowntree chocolate factory. New Earswick was two and half miles from York but separated from both the city and the factory by a 'narrow but quite distinct, green belt'.

Extensions to urban areas are seen as the most sustainable way to accommodate growth on green field sites. In 1998, the House of Commons Environment, Transport and Regional Affairs Committee's report into housing concluded that: 'The great majority of the 1 to 2 million new homes on greenfield sites should be built as extensions to existing urban areas, where advantage can be taken of existing infrastructure or services, or where

new development can improve such services.'

The government's response to the select committee report was even more direct in policy terms, describing this approach as 'one of the government's main preferences after opportunities to make the best use of existing urban sites have been exhausted'.

Former housing and planning minister Nick Raynsford confirmed this conclusion in his introduction to a report on sustainable urban extensions by the Prince's Foundation. 'Where greenfield land is needed for development, planned extensions to existing urban areas are likely to prove the most sustainable option.... Our aim must be genuinely mixed and sustainable communities rather than the bland and predictable "any place" estates that have formed the bulk of the new housing development in the recent past.' The report itself sets out a process of workshops through which all those involved in the development of urban extensions can be brought together with the aim of masterplanning major growth areas in a more sustainable form.

In some cases, urban extensions are even considered to be preferable to the development of urban brown field sites. In 1998 the DETR published a report on *Planning*



New communities must be sustainable – economically and socially

for the communities of the future. This states that ‘the principle of reusing previously developed sites is, at first sight, the most sustainable option. However, reuse of land (and buildings) is only one aspect of sustainable development. Other aspects relate to the resource and energy implications, including reducing the need to travel. Not all previously developed land is equally attractive to develop in sustainability terms. ... Thus, in sustainability terms, some forms of greenfield development may be more attractive, such as extensions to urban areas in public transport corridors, than some less accessible, previously-developed sites within urban areas.’

Barriers to development

If the reasons for, and methods of, developing new communities are similar in the early 20th century and the early 21st century, the system of planning which controls their development is not. When Joseph Rowntree bought the 123 acre site at Earswick in 1901, the only controls over development were those operated by the building bye-laws and public health legislation. The first planning legislation was not passed until 1909 and a comprehensive system of control and plan making was not introduced until 1947.

Major urban growth areas are no longer protected from the vagaries of the planning system by being undertaken by development corporations – nor should they be. However, the scale of some of the commercially developed new communities is significant. The developers of Hampton, an extension to Peterborough, claim that it is the largest private sector development of its kind in Europe today. The total site area is 2,500 acres

and it will have a population of over 13,000 people in 5,200 dwellings – ten times the number proposed for New Osbaldwick.

Conservation v. development in the green belt

In the face of such major developments, the planning system has a number of faults. New Osbaldwick provides a prime example of how the planning system can cause very significant delays in making vital decisions. The scheme has suffered from the difficulties encountered by the planning system in striking a proper balance between development and conservation and by the use of the system as a vehicle for articulating opposition to development.

Although the site is owned by City of York Council, the status of the New Osbaldwick site is uncertain. An inquiry in 1993 suggested that the site should be removed from the green belt but there is confusion as to whether this was ever formally done, despite the fact that the site is allocated for housing in the local authority's local plan. More recently, the city council was forced to suspend its local plan inquiry – for up to 18 months — after the inspector disagreed with the council's proposals to adopt temporary green belt boundaries until the regional

guidance showed what need there was for land for new housing and employment.

While green belts pose a barrier to urban extensions in a significant number of towns in England there is, however, a willingness to consider whether such planning designations are, indeed, immutable. For example, in the 1999 examination in public into the draft regional planning guidance for East Anglia, Cambridge City Council argued that urban extensions could accommodate some of the required growth even though this meant opening up the greenbelt.

Similar discussions took place at the examination into the draft regional planning guidance for the North East, where the debates focused on the role of green belt in relation to the need to encourage growth – not to constrain it. The Royal Town Planning Institute published a discussion paper in September 2000 that suggested that the traditional permanence of green belts should 'not create long-term inflexibility in attitudes to development within them'.

The risk of delays

The new community at Cambourne, mentioned above, provides another example of the disadvantages of the

present planning system in providing for growth. The proposal for two new communities near Cambridge was first put forward in the 1986 review of the Cambridgeshire Structure Plan and was examined at an examination in public. The secretary of state's approval of the plan – three years after the consultation draft was published – agreed with the need for two new communities, a major one on the A45 east or west of Cambridge and a smaller one on the A10 to the north of the city.

Eight applications were made by developers to build communities on the A45 corridor. These were all called in by the secretary of state in July 1988 for his own decision. After a public inquiry – and nearly three years since the applications were called in – he rejected all the applications but indicated that a revised application on one site, at Great Common Farm, could be acceptable if it dealt with some problems in the called-in application. A revised application for this site was made but not before another developer had applied for permission on a different site.

The planning officers recommended acceptance of the revised scheme on Great Common Farm in line with the secretary of state's decision but, instead, the planning

committee approved the other application – for the scheme that was to become Cambourne – in 1994. Over three years were spent in preparing and approving the masterplan and design guide for the scheme and the legal agreements including the planning gain package. Work finally began on site in June 1998, two months short of 12 years since the proposal for a new community was first put out for consultation.

A very thorough process that culminated in a decision that appears not to have been the logical outcome of that process – let alone such a time scale – cannot be classed as positive planning.

The need to link planning and investment

Midlothian Council, on the other hand, is promoting a major development of just under 4,000 new homes through the local planning process. The Shawfair Local Plan was published as a consultation draft in June 2000. The plan makes telling comments about the need for planning to provide a strategic framework for the accommodation of growth. 'In recent times', it states, 'private housing developments on the edge of Edinburgh and its neighbouring towns have generally comprised relatively small schemes of unexceptional suburban



character, with a few associated community facilities or shops, and poor access to public transport. This approach has done little to engender community identity or quality in urban design. The failure to closely link new housing with jobs, social facilities and public transport increases reliance on the private car. ... Such an approach is unsustainable.'

The plan covers every aspect of the proposed development, including putting forward at the start a set of aims to be achieved in the development of the area. These include sustainable energy and drainage and such aspects as access to countryside as well as the more usual aspirations of a mixed community and the delivery of economic opportunities. Midlothian is not alone. For example, three councils in Bedfordshire have joined together to support the production of a very detailed development brief for a new community of some 4,500 homes at Elstow. What these examples demonstrate is that the planning system can take the lead in providing for growth areas instead of simply acting as a reactive force once a development has been proposed by others.

However, even the Midlothian approach shows the need for much greater clarity within the planning system and for much greater integration between land use planning and investment. On the vital issue of the amount of affordable housing in the Shawfair new communities, the plan says that the council supports a provision of some 20% affordable housing. It is forced to admit, however, that 'the number of affordable houses that shall be provided

within the new communities has not been determined, and will be dependent on the amount of funding available from Scottish Homes and other agencies over the development period’.

Political barriers

The positive planning of new communities can be bedevilled by the vagaries of the political system. In 1999 Hertfordshire County Council and North Hertfordshire District Council pulled out of a consortium to develop 10,000 homes west of Stevenage following the change of control of both councils to the Conservative Party in the local elections.

In Milton Keynes, which is planned to grow by another 70,000 houses in the next 15 years, the development corporation announced in 1999 that it would hold a referendum before any major expansion of the town took place. A leading house builder was quoted in *Planning* as saying that ‘we know that if a referendum is held, people will say “no”. This is an example of the lack of certainty faced by the development industry which is very frustrating.’ The development corporation insisted, however, that without the promise of a referendum the expansion plans would not have even got that far.

Lack of openness in planning agreements

The Milton Keynes example shows a desire to be open in planning for development. Other parts of the system are not so transparent. As has been discussed earlier in this chapter, the physical infrastructure that is needed to help to create a community, rather than just a housing estate, must often be achieved through planning agreements between local authorities and developers. Planning gain agreements, achieved through Section 106 of the Town and Country Planning Act 1990, have for too long been negotiated behind closed doors. One of the main reasons for allowing, or refusing, planning permission is not discussed openly.

In Newcastle, the developers of a controversial development that was removed from the green belt in 1998 offered the city council a unique deal. They promised that, if house building rates on urban brownfield sites dropped below a specified level, they would build three inner area houses and six on sites elsewhere in the city for every four houses built in the final 1,700 homes phase of the 2,500 home green field scheme. The developer also agreed to help the city council with the costs of compulsory purchase of inner city sites. The secretary of state has decided not to intervene in this



New Earswick under construction – a robust planning framework is even more needed now

scheme, which also includes an 80 hectare business park, on the basis that this 'offers an opportunity to combine a new sustainable approach to development which will help to deliver significant regeneration of brownfield sites and a planned urban extension ...'. However, this decision was made before the Section 106 agreement was signed and before the draft regional planning guidance for the North East was available to give a strategic context for this major decision.

The case for masterplanning

It is useful to reflect whether, despite the revival of regional planning guidance and the advent of both regional development agencies and regional assemblies, this country is yet equipped to produce a sufficiently robust strategic policy.

If the planning system is to regain its public credibility and act in the public good as a framework for decision making on major developments, then it must take a stronger and more interventionist role. The task of planning has traditionally been to try to reconcile social, economic and environmental considerations while coming to a decision that benefits the public and allows the proper workings of the development industry. This is a hard, almost impossible, task and requires strong policies, not least by central government, a high degree of skill and expertise and a system that is actively inclusive.

Two apparently conflicting trends make the need for a stronger system more urgent. First the system is increasingly relying on the private sector to deliver public 'goods'. Secondly, there is a growing acceptance that decisions made today must be justifiable in the future in

terms of the environmental, economic and social sustainability of the places that are created. These conflicting trends can only be reconciled through the development of a more dynamic but strengthened system of masterplanning.

Planning is failing to act as the positive promoter of development to meet local needs. In too many cases, local planning authorities react to proposals put forward by developers instead of undertaking the sort of masterplanning exercise carried out in New Osbaldwick. Such masterplans should establish a framework within which a partnership between the local authority, the local community, the landowner and the developer will work. Clear masterplanning can help to put the needs for beneficial development to accommodate growth before the short termism of 'political' planning.

There is the need for the skills of masterplanning that were developed by Parker and Unwin and at New Osbaldwick to be applied further at the city region scale. Masterplanning at such a scale, setting down clear criteria against which to judge the details of development on sites identified in the masterplans can help planning to move away from arbitrary decision making. It can provide a

vehicle for a national debate on accommodating development and a greater opportunity for consensus to be achieved.

Thinking at national level has moved on sufficiently to start to embrace such a concept. The Royal Town Planning Institute has called for a national spatial strategy in its 2000 report *The UK spatial planning framework*. The Department of Trade and Industry Planning for the Future Task Force – part of the 'foresight' initiative which is looking at a wide range of policy areas – is recommending a radical new approach to national decision making on major projects.

This report on the masterplanning of New Osbaldwick contains some clear lessons for the planning system. The process that has been undertaken before the project has even been the subject of a planning application, and the reasons for the delays in reaching that stage, show some of the strengths and weaknesses of the current system. There can be no better time to learn from those lessons and seek to develop systems, policies and practices for the benefit of all.



The community involvement story so far



Peter Marcus, Policy and Practice Development Manager, Joseph Rowntree Foundation

A commitment to consultation

- The site and the start
- Beginning the consultation
- Developing the consultation strategy
- Finalising the brief
- Setting up the community panel

Consulting on the masterplans

- The first meeting with the masterplanners
- Preparing for the competition
- The final public consultation
- Assessing the masterplans
- The decisions
- Healing the rift
- Taking the best from each of the plans

Taking consultation forward

Where are the roads going? Where are your plans?

There aren't any yet. That's why we've asked you to join the very earliest stages of the design.

Oh, right... But there must be some plans?

No, honestly, no plans at all yet.

Well, how can we comment if you won't show us the plans?

We want to base our plans on the ideas of local residents, and today's event is the very start of the process. There are no plans as yet.

[PAUSE]

OK. But can't you just tell me where the roads are going to go?

So went a typical exchange with people who dropped in on a community planning day in a marquee on 51 acres of undeveloped land on the eastern edge of York, towards the end of 1999. Was it possible that truly open-ended house-building consultation had never taken place before

in York? Or had the planners, house-builders and other representatives of authority given the public the idea that everything was decided behind closed doors, well beyond the reach of the average person's influence?

Tales abound in York of residents whose dog-walks and recreation areas have been eaten up by the volume house-building machine. Scrappy but well-loved patches of open land fill with unattractive houses and speeding cars. Inevitably, so the story goes, 'anti-social' social housing residents will move in, courtesy of the council's policy of forcing reluctant builders to set aside a corner of their new estate for tenants to vent their frustration and bad behaviour on unwilling neighbours. Is it any wonder, then, that most people in towns like York are unused to talking to developers, planners, architects and other professionals except through protest placards and angry letters to the press?

A commitment to consultation

The Joseph Rowntree Foundation and the City of York Council have, for a long time, publicly backed the message that consultation is a good thing. By the end of the 1990s, City of York Council had at least two dedicated



John Thompson & Partners put their ideas to the public

teams working on increasing public engagement in decision-making and action. In its housing services, in particular, the council had established a reputation for putting the customer first.

The foundation, through its research and support for innovative development projects, has produced evidence of the advantages of involving communities, and particularly future residents, in the design of new homes.

Foundation reports about area regeneration, public housing and other public services have shown that community involvement is only successful if those with power co-operate and give the process enough time and money to work properly. Other issues have been shown to be important to an agenda for sustainable communities, such as fostering individual support networks, strengthening links with employment, and providing facilities for young people.

The site and the start

The New Osbaldwick site – a plot of land east of York, which had been earmarked for housing for years – offered a perfect opportunity to road test these convictions and show that York council and the foundation were willing to practice what they preach.

By the end of 1998, the foundation and the council, which owned most of the land, were beginning to examine familiar issues of development. The word ‘estate’ with its connotations of uniformity was studiously avoided. Discussion instead focused on creating a strong, healthy community with a mix of incomes. Foundation director Richard Best told senior council officers how the foundation ‘would want to apply our already tested

principles of mixed tenure, pepper-potted shared ownership, children's play and Lifetime Homes. A new community at Osbaldwick would also allow us to apply more recent thinking on improvements in design and construction techniques... as well as making links with employment, education and youth provision, together with support for resident involvement and the development of social networks.'

Having embarked on the idea of development, the council and the foundation were in favour of holding a national competition to appoint masterplanners to provide an overall design for the site. Various technical pieces of information needed to be gathered, and first thoughts were given to consultation. The site itself had only one house on it. Surrounding it were three different communities: to the west Tang Hall, one of York's largest council estates; to the south, Osbaldwick, a traditional village suburb of York with its own parish council; and to the north Meadlands, a large cul-de-sac of detached and semi-detached suburban houses. East of the site was Metcalfe Lane, a muddy track owned by the Metcalfe family who lived in one of the few houses along the lane. And beyond that was the start of York's eastern green belt.



The public was invited in to comment within days of the masterplanners being shortlisted

Beginning the consultation

City of York Council, having held informal discussions with the foundation for some months, put the decision to start the masterplanning process to councillors on 22 June. Once this date had been set, it was time to open up

discussion with the general public. Any delay would give local residents cause for complaint about secret plans, so foundation and council officers organised a public display for the very day the council was due to meet. Leaflets publicising the consultation were sent out at the same time as the papers for the council meeting. This little blue leaflet – the first locals had heard officially about the proposed scheme – invited people living within a half mile radius of the site to find out more.

On the day of the council meeting, York's mobile display unit, a Portakabin with display board maps of the site, was wheeled to the car park of the Derwent Arms in Osbaldwick village. Officers from the foundation and the council spent from three o'clock until eight at night debating the ins and outs of the issue with some 300 people who turned up in response to the publicity.

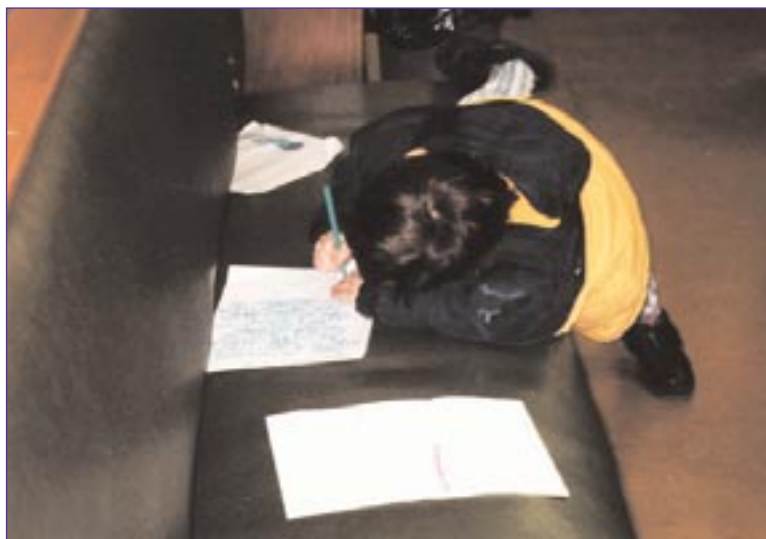
As the comments at the head of this chapter show, the organisers were criticised for not being able to tell people much and assurances that there was not much to tell were not received very well. Complete endorsements were as rare as unprintably hostile opposition. Most comments reflected an air of inevitability, and concentrated on the details: 'Purpose-built housing for

young disabled people, please'; 'Please leave open walking areas for disabled and able-bodied people and please landscape...'; 'My family have lived here since 1860. Yes to a well planned, thoughtful development, as long as the trees can stay and you plant some more'; 'We do not want any extra cars and lorries passing our door'.

Traffic was the biggest worry, followed closely by environmental issues ('Please keep the hedgerows') with ideas about housing, particularly social housing, a distant third. Encouragingly, an overwhelming majority, whether pro or anti, said that they would like to be involved in more detailed consultation.

Developing the consultation strategy

This was only the beginning of the consultation. In late June, a couple of officers from the foundation and the council did a tour of the neighbourhood forums and parish councils around the site to raise awareness and invite involvement. The council's consultation worker spent the early part of the summer writing, phoning and door-knocking shopkeepers, business people, police officers, youth workers, clergy and, of course, residents around the site in what proved to be an invaluable networking exercise.



All views were welcome

However, as the summer progressed, it became clear that organising consultation and involvement was going to have to be properly co-ordinated, if it was to hold its own against other aspects of the development. A consultation strategy was therefore drawn up. This had two initial aims: to set up a panel that could represent a 'community' perspective alongside that of councillors and foundation trustees in decisions about the development; and to organise ways of gathering opinions from a wider spectrum of local people. Once the masterplanning

process was complete, attention would shift to identifying and consulting potential residents.

One of the important aspects of the strategy was the recommendation to appoint a consultation organiser to guide consultation during the masterplanning process and to co-ordinate the efforts of the staff from both the council and the foundation. In August, the foundation appointed a freelance consultant with a proven track record in community involvement.

Finalising the brief

The first priority was to hold a community planning day so that views from the public could be included in the final brief to be given to the four shortlisted masterplanning teams. A second little blue leaflet was sent out and efforts made to get people there, including free transport, a prize raffle and the promise of refreshments.

So on Saturday 9 October 1999, within days of being short-listed, four teams of planners and architects found themselves sharing a marquee with nearly 400 local residents and others. The teams each had several chances to explain their initial thoughts about the development, pitting their voices and visual aids against

the shrieks of children on a bouncy castle. The teams gave it their best shot. In return, they discovered what local priorities their plans were going to have to address – and the level of local enthusiasm for influencing the scheme.

A fortnight later, the masterplanners gathered to receive their now-completed brief from the council and foundation and, with them, as part of the formal briefing process, some feedback from the community planning day. The first thing to report was the wide spectrum of opinion, from opposition – some, but not aggressive – through resignation, to expressions of support – ranging from lukewarm to enthusiastic.

The number one issue by far was still traffic. ‘Where will the access roads be?’ was the most frequently heard question by a long way, with strong support for cycle paths, footpaths, home zones and bus-only routes. Housing came next, with the total number of homes, then assumed to be 350, being said by some to be too high. Hidden agendas were alleged, especially that more building would follow from this one site. However other issues crept in: there was concern for facilities for older

and disabled people, and a request for the children and relatives of local people to have a first call on the social and other housing in the development.

Local public facilities were a common interest, with requests for play areas, youth facilities and better quality shops and community centres. People were worried about the increased crime that this new population might bring with it or attract. And as for consultation, most people felt that it was a ‘good thing’ but people wanted to see plans to be able to comment, while a fatalistic minority glumly assumed that the development would ‘go ahead with pre-agreed plans anyway’.

Setting up the community panel

Having raised local awareness through the planning day, the consultation workers’ attention focused on collecting together a representative group of local stakeholders to form the community panel. Using the local contacts built up by the council’s community worker over the summer, a group was identified, made up mainly of local residents, with some councillors, police officers, teachers, clergy and youth club organisers.

Consulting on the masterplans

The community panel members first met in November and set about the mammoth task of familiarising themselves with all aspects of the development. The most contentious issues were the power lines, which cross the site, and the eventual number of homes to be built. The figure of 350 new homes that had been floated early on had been based on the pylons staying. Panel members, while supporting the idea of burying the power lines, were unhappy that if this happened the number of homes would rise to more than 500. However, to fulfil the council's and foundation's brief for sustainable development, building had to be at least at this density to conserve land and allow provision of public transport and other services.

The first meeting with the masterplanners

After a couple of meetings, the community panel met the masterplanners on 29 November. Despite the short-time scale, the panel was able to ask challenging questions of all four masterplanning teams in turn, over the course of a marathon evening session in a secondary school to the north of the site.

Each team was in front of the panel for exactly the same time – 45 minutes – and, while their presentation was taking place, the other three teams were in another part of the building to preserve confidentiality. Two of the teams in particular, PRP and EDAW, threw themselves into the spirit of consultation, covering table-tops with maps. Panel members clustered round, breaking the ice and creating an atmosphere of open discussion.



The community panel consider Aire Design's approach

The community panel appreciated evidence of hard work that had been done, such as investigating local bus routes, play groups, health centres or cycle paths. Panel members quizzed the teams about the ins and outs of sustainable housing design, bus-only routes, leaving or replacing hedgerows, and whether road humps and cul-de-sacs were better or worse than smaller winding streets. Questions were fired at all teams about the desirable number of cars per house, likely facilities for older people and children, their approach to landscaping and, inevitably, the number of houses likely to be built.

Contrary to predictions, little was said about tenure mix – the balance between privately owned, socially rented and part-owned homes. Only one team, John Thompson & Partners, dived straight into people-related issues such as community ownership, governance and codes of behaviour but the panel seemed happier when the discussion returned to numbers of houses, acres of green space and where the access roads were going to run.

This encounter with the masterplanners half-way through their task turned out to be a useful exchange. The teams had the chance to gauge their emerging ideas and approaches against sometimes blunt local opinion.

Meanwhile, members of the community panel, taking notes in order to feed the latest information back to friends, neighbours and colleagues, had a chance to see how these four teams' ideas were taking shape – and how well they communicated with a group of residents.

The evening also had an unexpected outcome, causing the foundation to change its mind about the composition of the selection board that would pick the winning masterplanner. Seeing how well informed the panel was, the foundation decided to invite community panel members on to the selection board, with equal numbers of representatives from the panel, the foundation and the council.

Preparing for the competition

Eleven days into the new year, the community panel met again. Among many other tasks, the panel had to elect its four representatives for the selection board. The panel chose one non-resident, who was the head teacher from a local primary school, and residents' representatives from each of the three main areas around the site.

The panel decided the four should be delegates rather than strict representatives. The plan was for the four

teams to make their final presentations to the community panel straight after submitting their bids on 18 January. The panel would decide which team it preferred. The four delegates would then attend the selection board that would judge the bids on 31 January. Those selected from the community panel would weigh the panel's view against whatever new evidence and discussion they encountered at the selection meeting. The panel accepted that a different decision might emerge.

This community panel then agreed a series of criteria against which to score the four teams. These criteria included marks for content – housing, green environment, community issues – as well as assessing how well the teams communicated and whether they would be able to work alongside residents and other community members. With the encouragement of the foundation, these criteria were adopted by the selection board for their final decision.

The final public consultation

Once the bids were in, the proposals were summarised in another little blue leaflet that was distributed to 13,000 homes. On the day after the four teams' bids arrived, York's *Evening Press* ran a front page spread publicising the competition, with pictures and succinct descriptions of

all four bids on a prominent inside page. This was a godsend, greatly assisting the foundation and the council in publicising this crucial part of the process.

For four days the bids were exhibited, on a series of A1 size display boards, in three local churches and community centres. Officers from the foundation and the council welcomed nearly a thousand people through the doors, from nine in the morning to nine at night. People were invited to have a quick look at each team's display but many visitors lingered for an hour or more, quizzing each team in turn about every aspect of their proposal and finally writing down their comments and their preferred team.

Assessing the masterplans

On the two evenings before the public exhibitions, the teams made their presentations to the community panel. Panel members now focused their questions much more on what the teams had presented, rather than the politics of the scheme. There were questions about numbers of houses and hectares of open space, but also some more technical questions about projected house prices, construction techniques, projected traffic flow and crime prevention measures.



PRP explain their ideas to the community panel

Ideas about the social ingredients of the scheme were now more firmly developed by some of the teams but once again, the discussion stayed mainly with the physical – landscaping, house layout and, of course, traffic access. And it was here that the biggest rift occurred between the wider community and the community panel.

Three of the four bids had proposed pretty much the same traffic access arrangements: no through-roads for cars, only buses and emergency vehicles, and road entrances and exits in the four places that looked natural for road links. These plans followed the requirement of the brief that the development should be integrated with surrounding areas.

One plan, however, presented a very different approach. Aire Design proposed a development cut off from the surrounding areas by buffer zones of green space or communal facilities, with a new main feeder road coming to the site from the east, the area of privately owned fields in the green belt.

The decisions

After many months thinking around the issues, some six hours scrutiny of the final presentations and detailed interrogation of the teams, the community panel named their clear favourite – PRP Architects, followed by EDAW and John Thompson & Partners in more or less equal second place.

The public at the exhibitions, and the hundred or so who posted their forms subsequently, took a different line.

They opted overwhelmingly for Aire Design, most making it clear that shielding the scheme from their view and directing the traffic elsewhere were by far the most important considerations for them. Second choice, though some way back, was PRP.

With the presentations, exhibitions and community panel meetings out of the way, everything now relied on the decision of the selection board: four foundation trustees, four York city councillors and the four delegates from the community panel.

The two preferences that were the product of consultation – the community panel's for PRP and the exhibition visitors' for Aire Design – were in front of the selection board members, along with a detailed appraisal of the four bids from the foundation's planning adviser. Each team gave a 15-minute presentation, and was questioned for 30 minutes. For the first time the questions delved into areas of financial viability, scheme cost, projected housing demand, and other ground largely unexplored by the public and community panel discussions.

The selection board quickly narrowed the field to PRP and, given their popular support, Aire Design. Half an hour weighing up these two bids ended with an overwhelming decision in favour of PRP.

Healing the rift

Once the decision was made, another leaflet was distributed, explaining why PRP and not Aire Design had been chosen. A priority was to reassure those who visited the exhibitions that their efforts and comments had not been wasted, even though their favourite was not appointed. The community panel played a valuable, if difficult, part in this, explaining their decision to neighbours, friends and colleagues who were not party to the nights of careful scrutiny of the teams and their bids. Immediately after the decision, a brief campaign from some local residents in Meadlands (north of the site) put the case for revisiting the decision on the grounds that the selection board had chosen a team the public had not voted for.



The selection board listens to EDAW's presentation

Taking the best from each of the plans

Encouragingly, even those who voiced dissent on this and other aspects of the scheme are continuing to work with the community panel and PRP to develop the masterplan to its final form. A list was also drawn of favourite items

from the other three proposals that may be developed, either separately or within PRP's masterplan.

Principal among these ideas were:

- John Thompson & Partners and Gerard Lemos's idea of 'mutuality' – writing neighbourliness into a neighbourhood from the start. Although little tested in practice, the ideas acknowledge the importance of careful nurturing to create a functional community from scratch.
- John Thompson & Partners' concept of semi-private land at the back of clusters of houses. The community panel liked the idea that the residents of a cluster could decide to use their land in a more neighbourly way than individual back gardens, perhaps by putting in children's play or other recreation facilities.
- John Thompson & Partners introduced the notion, quickly picked up by two of the other bids during the process, of a central body – perhaps a development trust – with some decision-making power over neighbourhood issues. Made up of residents from the new homes and surrounding areas, and others, this body could steer the development and make sure the

masterplan was implemented, while evolving into an asset-holding organisation earning an income that would be used for the community.

- EDAW's idea of a principal village street, based on the look of a typical North Yorkshire village, was popular provided a way could be found to make it compatible with PRP's busier style of streets.
- National Power Energy Sales Ltd (part of Aire Design's team) proposed a scheme for bulk buying of energy. This would generate savings that might be re-invested in the neighbourhood through some kind of community chest. This idea was popular with the community panel, and with the selection board.

Taking consultation forward

There is plenty more to do while the masterplan is being completed during the course of 2000. The pylons are still on the site, the council has yet to sell the land, and the next phase of consultation is under way. In the short term, a market research exercise will help to identify representative samples of prospective residents – both buyers and tenants – while open days may be held over the summer to increase the involvement of young people.

Involving existing neighbours and prospective residents of New Osbaldwick in central decision-making has not been easy, and certainly has not brought about unquestioning harmonious consensus. However, consultation has not delayed the process of development by a single day and there is no evidence that it has provoked dissent or nimbyism as professionals tend to fear.

Those who have steered the consultation process this far and attended sometimes difficult and fractious meetings well into the night can only hope that stakeholder involvement in decision-making will continue to be a genuine, influential involvement. We aim to convince every new professional who joins us in this venture that this is truly one of the assets of the New Osbaldwick phenomenon.



Assessing the masterplanning process



Les Sparks, Planning Consultant to the Joseph Rowntree Foundation

Providing the brief

- Sustainability
- Affordability
- Safety
- Community values
- High quality design

The winning submission

- The layout
- Traffic management
- Landscape and sustainability

The other submissions

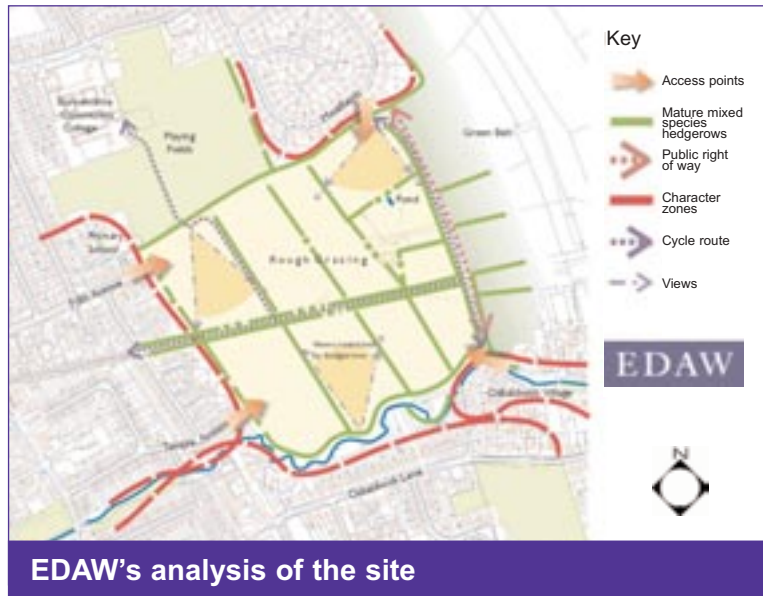
- A free standing community
- A consultative approach
- Social innovation

Some lessons from New Osbaldwick

- The value of consultation
- Contributing to the density debate
- Final reflections

Providing the brief

The masterplanning competition for New Osbaldwick has produced a range of stimulating ideas from some of the most experienced and imaginative firms in the country. It has raised public interest in the development and has encouraged everyone to think in more ambitious terms about the way we build for the future. Coming at the turn of the millennium may, in itself, have prompted us all to think more fundamentally about the needs of future generations in the homes we provide today.



The first stage in stimulating this approach came in setting out the basis for the competition. The four professional consortia that were invited to compete were each issued with a comprehensive brief. This included a short paper entitled *Our vision*. In a few words this spells out our ambitions for the project under the following five headings.

Sustainability

We are seeking a development proposal that achieves an advance in thinking on the application of sustainability principles to housing and the community, using technology that makes a positive difference to people's lives. We are not interested in adopting ideas simply because they are fashionable or novel. We wish to address:

- transportation issues
- the construction process
- flexible housing design
- durability of materials
- reduced energy consumption
- recycling
- ecology and wildlife
- microclimate.

Affordability

We want to pursue a form of development that offers the opportunity for people from a wide range of backgrounds to live together as a community. The development must be replicable by others within existing public subsidy structures. To this end we are interested in:

- integrating different forms of housing tenure
- construction costs
- running and maintenance costs
- a wide range of house types.

Safety

One of the most important aspects of people's lives is personal security. We are seeking a form of development that discourages crime and anti-social behaviour by:

- arrangement of buildings, circulation and open space
- the security of buildings
- security of car parking
- pedestrian priority
- security for children's play.

Community values

We envisage a place where people can flourish, both individually and as part of a community. We want newcomers to integrate well with one another and with their established neighbours in surrounding areas. Therefore we are keen to see:

- local participation in the development process
- a mix of uses in the development including viable community facilities
- opportunities to work within the home and the community
- privacy in the home
- facilities for young and old, the single and families, and those with special needs
- accessibility throughout the development.

High quality design

We want to reject the tedium and mediocrity of so much recent housing and create a place with:

- strong identity
- attractive and useful open spaces with excellent landscaping
- elegant and efficient buildings
- public art.

Assessing the bids

The assessment process focused on ten critical issues, which had been identified following the discussions with the community panel. Each of the four submissions was examined against these issues:

- urban design and landscape
- transport and access
- housing provision and design
- environment and sustainability
- social and community facilities
- security and safety
- employment and training
- construction and phasing
- costs and end values
- the development vehicle.

The winning submission

The submission from PRP Architects was preferred by the community panel and was later chosen by the final selection board, which comprised equal thirds of Joseph Rowntree Foundation trustees, City of York Council members and community panel representatives. These

choices were made after separate presentations to the panel and the board by all four teams, followed by question and answer sessions.

Each submission has its strong and weak points and the final judgement was based on an overview. PRP's success owed much to sound professional work resulting in ideas that were judged to be attractive, innovative and realistic.



Aire Design's masterplan for a community set apart from its neighbours

The layout

PRP's layout shows how a new development can be successfully grafted onto existing neighbourhoods. New private gardens back onto existing private gardens. New roads, footpaths and public spaces link into existing public areas to secure continuity of movement and activity. Privacy and security are enhanced by avoiding exposed back gardens in both the existing and the new housing. The fronts of new homes face outwards onto streets and open spaces, so all public areas benefit from the protection of being overseen from adjoining properties, helping to discourage crime and anti-social behaviour.

The layout also demonstrates the ability to create a sequence of attractive spaces on a human scale, providing both variety and changes of view, while creating a sense of orderliness as routes converge on a central focus. This skill in place making is sadly absent from the formless housing estates built around our towns and cities in recent decades.

Traffic management

The engineers working alongside PRP Architects, Alan Baxter Associates, have demonstrated an innovative approach to traffic engineering in their work on the new

community at Poundbury in Dorset. The technique is to design buildings and spaces to create attractive places into which vehicles are allowed – rather than designing roads, junctions and turning heads to meet standard dimensions, and then arranging properties around the road layout. The New Osbaldwick proposals demonstrate these principles, creating places that are ideal for pedestrians and within which the motorist is tolerated, but constrained to move slowly and carefully.

Alan Baxter Associates also put forward plans to moderate the traffic impact of the new development on the surrounding communities. The layout is designed so that traffic generated onto the four existing roads serving the site is in proportion to the capacity of those roads. Works are planned to control traffic in the surrounding communities and measures are identified to reduce the use of cars by residents in New Osbaldwick.

Landscape and sustainability

PRP's thoughtful approach to landscape design is also one of the strengths of the submission. A number of distinctive spaces provide opportunities for recreation, relaxation and learning, and create habitats for the protection of wildlife.

PRP also displays a thorough understanding of sustainability policies, and offers an impressive range of initiatives. The project team includes ECD Energy and Environment, a company with a leading reputation in the field. As market conditions allow, energy generation and conservation, water conservation and recycling could be introduced. Suggestions are made for selecting 'green' heating and lighting equipment, construction materials and processes.

The other submissions

A free standing community

Aire Design's approach is radically different from the others. Rather than seeking to extend the surrounding neighbourhoods to create a joined-up development, Aire Design pursued the idea of a free-standing model community, totally distinct from its surroundings

By rejecting connections with any of the surrounding estate roads in favour of a single new access road from the east, and by separating the new housing from the existing communities by encircling it in open space, Aire Design proposed a minimum impact on the neighbouring

areas. This found favour among many of the people living nearby.

The Aire Design submission was full of innovative ideas on sustainability and transport, on the establishment of community facilities and the provision of utility services including bulk buying and the reinvestment of consequent savings in the community. As a modern day equivalent to the concepts of Titus Salt at Saltaire, or Robert Owen at New Lanark, the Aire Design proposals were intellectually appealing.

However, the New Osbaldwick project is seeking ideas for extending towns and cities in ways that encourage new and existing communities to live together and support one another. Aire Design's new community would appear to be set apart from the established neighbourhoods around it. If it were to struggle for any reason, it could easily become stigmatised in the way that detached housing developments have suffered in the past. Also, the New Osbaldwick project has been set up to be a practical, built demonstration. Dependence on a new road across green belt land in private ownership would present obstacles to implementation.



John Thompson & Partners' idea of shared space behind the houses

A consultative approach

EDAW's submission was particularly recognised for the extent of public consultation that preceded it, and for the proposals for taking the project forward, including the future management of New Osbaldwick by the community itself. EDAW's work shows a particular understanding of

the needs of the existing communities and the potential of New Osbaldwick to bring social and economic benefits to them.

In other respects, however, EDAW's work perhaps offers current best practice rather than innovation. There was less to mark this down as a project for the start of the 21st century, rather than one at the end of the 20th century.

Social innovation

John Thompson & Partners also came up with interesting social ideas, centred around the work of Lemos & Crane on mutuality in communities. This found expression in the team's ideas for small clusters of housing, each with shared communal space at the centre. These spaces would be managed by the families living around them and could take on varied and changing roles as social and economic circumstances alter. Informal play, workshops or studios, allotment gardens, car parking – different uses might come and go, at all times providing a focus for co-operation between the surrounding households.

John Thompson & Partners plan also demonstrates an interesting incremental approach. It proposes small

phases of development growing inwards from the surrounding communities, so that there could be a sense of completion if development had to be interrupted or abandoned at any stage. The plan also pays great respect to the natural environment, retaining existing hedgerows within a linked network of open spaces that offer a good habitat for local wildlife.

Members of the selection board also enjoyed the entertaining way the proposals were presented through the imaginary accounts of people living in the new community in the future.

Some lessons from New Osbaldwick

The value of consultation

In March 2000, shortly after the conclusion of the competition, the government issued its revised planning policy guidance on housing PPG 3. This introduces the concept of the sequential test to housing, and stresses that, following an overall preference for building on previously developed land, the next most sustainable approach to housing development is the town extension. We believe that the New Osbaldwick process will provide

a suitable model for developing peripheral town extensions.

Building town extensions is sure to ignite passionate opposition from those currently living on the edge of towns and cities, who have seen the adjoining countryside as a permanent amenity that they have paid for in their house prices. The political battles ahead will be intense in many places.

Our work at New Osbaldwick may have demonstrated that confrontation is not inevitable. We have stressed from the outset that the new development must proceed in a form that brings benefits to the surrounding existing communities in compensation for the loss of green fields.

The incorporation of a consultation process alongside a competition is an unusual one – and not without its difficulties. But it has turned the attention of both masterplanners and the public to the potential benefits of new development to existing communities. To an encouraging extent, involving the public in a positive dialogue has changed normally hostile attitudes to development.

These are early days, however, and confidence and trust will only be sustained if the consultative process continues and develops.

Contributing to the density debate

PPG3 advocates housing development at not less than 30 dwellings per hectare, and preferably in the range of 30-50 dwellings per hectare. The submissions for New Osbaldwick are all below this range, mostly achieving about 500 dwellings on approximately 18.5 hectares of land after excluding the generous provision of open space at three hectares or more. This produces a density for the whole site of about 23.25 dwellings per hectare.

In other circumstances the competitors would have been encouraged to produce higher densities. However the capacity of the roads around New Osbaldwick is a real constraint. Equally, local expectations were that no more than 350 homes would be built on the site – a figure previously offered by a planning inspector when excluding the land from the green belt at a local plan public inquiry. This figure of 350 homes (which went with a suggested eight acres for open space) is mentioned in the City of York local plan as the housing allocation for the site.



PRP's masterplan knits New Osbaldwick into the surrounding communities

The initial controversy in the neighbourhood when the news came that the figure of 350 homes might be exceeded by 50 per cent has diminished as a consequence of the consultation – and particularly the public displays, which showed that the development would remain predominantly two storeys. PRP's submission has achieved a compact type of development that allows open space to penetrate into the layout.

Our experience suggests that developing significantly above a density of 30 houses per hectare could present challenges in terms of public acceptability for town extensions on the edge of suburban areas.

Final reflections

It is quite possible that the output from this exercise will be criticised by some people as being insufficiently radical in the ideas that emerged. Where is the avant-garde architecture, or the deep green environmental agenda? The answer is that this competition was conceived as the first stage in a development project to be carried out within today's housing market. It is not an exercise in looking beyond the present to some future state – but to what is achievable in the here and now.

The challenge to our masterplanners was not to imagine a development that would be radically different from everything around us, but to consider how today's best practice can be taken forward, responding to future possibilities but within the current economic and social climate – evolution, not revolution.

It now remains to be seen whether, within the constraints of the local housing market, most of these suggestions of best practice and innovation can be taken forward in the development of this extension to the city of York. If they are, we believe that the new community will enjoy a more attractive and efficient living environment than our development industry has been producing in recent decades, and that it will remain popular and relevant to the needs of future generations.



The masterplans



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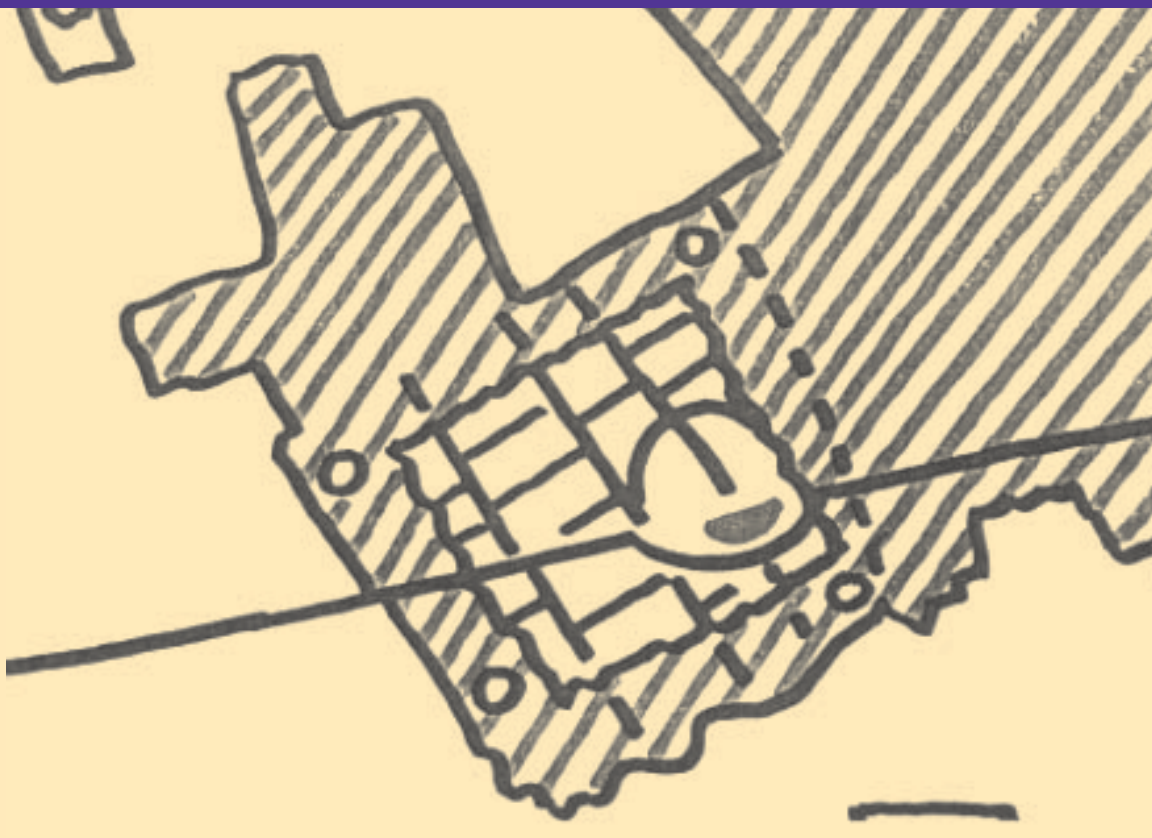
New Osbaldwick

AIRE Design

Osbalwick Fields
a new community for York

Initiating the masterplan for an 'urban village'

Report
January 2000



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Introduction

During the past three months, the Aire Design Team have established a close relationship with the unique opportunity presented by this competition. **This is an important opportunity to address a global call for sustainability.** On the one hand, we have attempted to find ways to alleviate the fears of the surrounding communities, while seeking to identify ways by which any development can improve the lifestyle opportunities of these same communities. On the other hand, we have risen to the challenge set: to conceive a masterplan framework for a new and sustainable community - **an urban village** - which is at ease with its neighbours and which, in 100 years time for example, may be something of which everyone can be proud, for its innovative and forward-looking character. It is therefore, by definition, similar yet different from the neighbouring suburbs. It must be a place that responds to the challenges of the year 2000 without being in any way alienating or threatening to the people of Osbaldwick, Meadlands or Tang Hall. **It is highly possible that all can benefit:** that is what this Report argues.

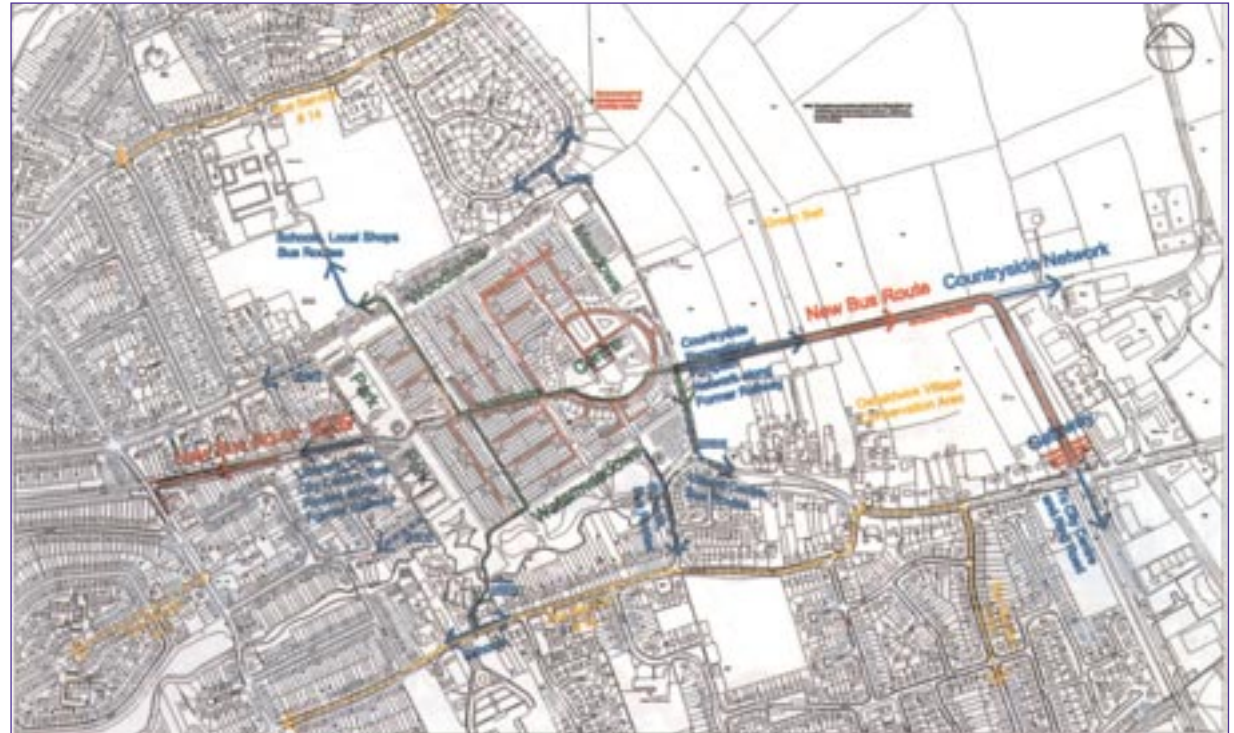


Illustration 1: The masterplan and its connections

Section One:

Background to Aire Design's submission

Our approach to the masterplanning challenge has been to carefully digest all the briefing materials, to listen to and come to an appreciation of the feelings and statements from the inhabitants and representatives of the three surrounding communities and to creatively address the need for housing and other facilities on the site in the form of an 'urban village', a fourth community - **as a new and sustainable place** - based on careful integration into the overall topography of the area. This approach and process can be accurately described as one of 'push-and-pull' or of 'balancing', a process of repeating a proposition, its evaluation and refinement, that has tried to balance all the factors influencing the initiative. The stage we have now reached has sufficient detail to have opened up all the main problems and to suggest tentative solutions to these problems. **The masterplan as it stands however is not in any way 'cast in stone', while Aire Design's approach to future dialogue is entirely open.** The vision is to recommend to the client body and other interested parties a deliverable urban village devoted to community initiative, participation and social inclusion.



Illustration 2: The Existing Situation

1.0 Background

1.1 Team

The Team submitting the Aire Design proposals is an integrated group representing all the key disciplines required to address the problem faced (please see Appendix 5.1):

- * Doug Clelland has had responsibility for the direction of the overall team approach and has co-ordinated the Aire Design team members' contributions
- * Alan James has addressed transport and sustainability issues
- * Tom Lonsdale and Jessica Bryne-Daniel have addressed the open space and landscape issues
- * Marion Horton has shaped our position on Community Consultation and will lead that part of Aire Design's delivery of a final masterplan
- * Stephen Bandy has been responsible for all engineering matters
- * Tony Brennan has costed and valued the proposals
- * Phil Boraston and Mike Worrall have developed the utilities and energy strategy and the village company concept
- * Chris Lea has advised on employment, training and non-dwelling uses

1.2 Sustainability

Sustainable development is critical in delivering high environmental standards within a context which embraces improved economic performance and social inclusivity. (please see Appendix 5.2)

A robust strategy, following a comprehensive 'Sustainability Appraisal', underpins the Aire Design proposals at all levels. A development such as 'Osballdwick Fields' requires to weave a state of dynamic sustainability from a number of strands:

- * **employment opportunities** should be created from economic sectors that have a long term future
- * **local goods and services** should be used and provided within the development
- * **safety and security** should be of primary importance for all residents, whether 'permanent' or 'transitory'
- * a full 'menu' of **transport opportunities** should be provided, with a sequential emphasis on walking, cycling and public transport, reducing car dependency, but not denying car access. Servicing of the development should be easy and large service vehicles within residential areas should be strictly controlled
- * In this regard, our thinking will work closely with the **'York Hierarchy'**
- * The **needs of disabled people** will be accorded full attention to ensure inclusion
- * the adoption of a **'Village Company'** as the vehicle for long-term stewardship should be considered
- * **control of waste** should be innovative and a benchmark of at least 50% reduction from the York norm should be considered. Control of waste should influence all periods in the development's life cycle
- * all buildings should be designed and constructed to achieve **benchmark reductions in energy use**, and reductions in the generation of any pollution
- * **a robust natural environment** should be created as an integral part of the development
- * the development as a whole should be measurable as **a healthy settlement**
- * 'Osballdwick Fields', and as far as possible the surrounding communities should be **a learning community**
- * accent should be placed on the general provision of **natural food**
- * **quality of life at home should be part of quality of life within a community.** Each home, both internally and in a garden or conservatory, should be designed to the highest contemporary standards and should encourage individual family member's freedom and opportunities for family life
- * the development should offer **leisure opportunities** which can be shared between members of all four communities
- * the development should offer **community facilities** which can be shared
- * the development should contribute to **the unique feel of York** by the provision of spaces and buildings suited to the city's scale and character
- * the development should use contemporary technologies and more traditional means to create **local information and democracy**

1.3 Affordability of Housing

This is one of the main ambitions for the project and one that needs a great deal of new thinking, both in terms of conception and delivery, in order to illustrate that we all can still build a community which has a significant (or even a predominant) population of people with limited means, and which is both law abiding in itself and integrated with the three surrounding communities.

In terms of housing for sale, social housing for rent and other housing for rent, all steps should be taken, commensurate with quality and financial prudence, to ensure the affordability of the housing. Technically, we should do all that is possible to create 'affordable warmth'. Nevertheless this predominant provision should be mixed with other forms of housing such as self-build.

A mechanism will be required to maintain **the affordability of the housing over the long term**, of the 'for sale' and the 'for private rent', by controlling market driven increases in value. This may be by the retention of part ownership by the 'Village Company' in order that 'Osballdwick Fields' can continue to play its strategic role in York's evolution as a city which provides for all citizens.

1.4 Safety

It is important that the new community for York is not simply as safe as best practice being achieved in York, but that we attempt to go beyond that. This can only be achieved if the promoters of the development and the 'Village Company', established to provide stewardship of the community, adopt **new forms of participation for the population of 'Osballdwick Fields'**.

1.5 Community Values

Built on a strong foundation of democracy, based on individual and collective citizen participation, **'Osballdwick Fields' will promote strong community values which encourage sharing and commitment, financial soundness and consumer advantage and value.**

1.6 High Quality Design

High quality design can result in **a new architecture for an urban village that is harmonious and generally liked**, if it follows a methodical and 'de-mystifying' route, serving to articulate ideas about value added innovation to non-designers. Skillful design can ensure that sustainability and associated innovation has an architectural expression that is at one with the best practices of the past. **Site construction can be quiet.**

1.7 Costs

It is of vital importance that the proposed development is costed fully to ensure delivery and therefore we have designed the project in sufficient detail to enable this to happen. **The masterplan however is in no way dogmatic.** Following the costing, the potential sources of funding, the valuation of the development as an integrated whole and the lifetime costs of achieving sustainability, can be considered. Taking the brief seriously implies that a fully considered proposal forms the core of Aire Design's submission as well as a financial model, whose benchmarks can be used as a basis for comparison, as the project inevitably evolves and changes during the period of masterplan development.

1.8 Phasing

The phasing should reflect both a geographical logic and a financial logic, whereby the early costs of infrastructure investment and other early investment can be 'rolled over' while making **each phase of development coherent and robust.**

1.9 York Citizens' Charter

The York Citizens' Charter and the excellent pedigree of the Joseph Rowntree Foundation activities and research publications provide a background that can deliver a **'model urban village'** of international standing.

2.0 Summary

2.1 Principles

2.1.1 Certain principles underpin the Aire Design submission. They include:

- * **An advocacy of local democracy** in the creation and stewardship of the 'Osballdwick Fields' millennium community as a fourth community in the area
- * To help create a **Development Company** comprising the Joseph Rowntree Foundation, City of York Council, a Bank, a Village Company which provides a framework for planning, procurement and stewardship. This company can then develop 'modules' of the masterplan with other partners if required
- * **Respecting the three existing communities** and their environments and devising layouts and construction methods which conserve the site's essentials
- * **A strong preference to avoid using the existing roads and streets** of the surrounding residential areas for vehicular access to 'Osballdwick Fields'
- * To create a 'model settlement' that endorses the call for **higher densities** as set out in PPG3 and which is appropriate to its site and setting. **To build silently**
- * To work with partners during the full masterplanning process to deliver **significant amounts of employment-generating floorspace**, while ensuring that the design of each dwelling can encourage 'home working'

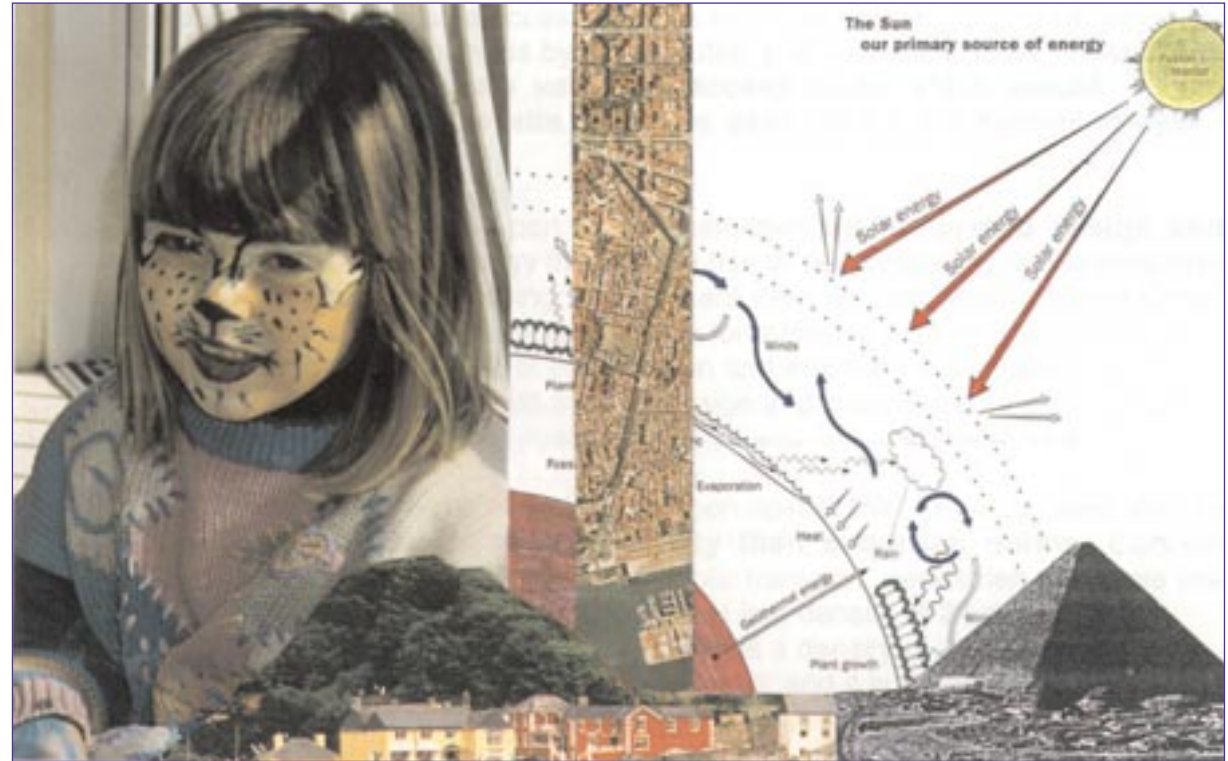


Illustration 3: The Sustainable Future

- * A commitment to **reducing the amount of energy used** in all aspects of the development, especially when buildings are in use. Equally, all steps will be taken in order to generate as much energy by the development as possible and therefore approach a balance between generation and consumption of energy
- * To **minimise the embodied energy** used in construction, by working with local suppliers and specifying materials and systems which are from sustainable sources

2.1.2 These principles and the weave of thinking that has emerged from the process of analysis undertaken, have given rise to a 'headline' profile, or 'vision', with the following characteristics:

- * A commitment to **direct and robust community consultation with existing neighbours** at three levels. Planning workshops will be used to consider in depth all primary parts of the initial masterplan. Continued sessions with the Consultation Panel will formally consider the evolution of Aire Design's work until a matured masterplan has emerged. Door-to-door consultation with defined parts of the surrounding residential areas will be undertaken in order to ensure that the character of the optimum masterplan is fully understood by individuals in terms of impact and advantage
- * To establish at the four **'gateways'** from the three surrounding communities special facilities and dwellings appropriate to the four communities
- * To create with our clients **a means of participation and consultation for the new tenants and owners**, who will become the fourth community
- * To create with our clients **a workable 'Village Company'** that will adopt the stewardship of the community on a long-term basis. This mechanism will mean that the site, including all its infrastructure and highways, will be unadopted. The 'Village Company', with the co-operation and agreement of the City of York Council, will undertake all services and maintenance, including the landscape
- * The creation of a workable access network to the site which balances the need to integrate the four communities by cycle routes, pathways and public transport, and **the need to create a new vehicular**

access route which would preferably approach the site from the east, along the former railway line

- * To initiate, as a fundamental part of the masterplan, an **integrated design and procurement methodology** that, by the use of benchmarking, will approach the realisation of affordable housing, employment uses and community facilities that really gets to the heart of the matter: value for money will be shown to be fully consistent with sustainability of construction and also very high standards of contemporary design. This will mean a design and procurement process that is innovative
- * While retaining 8 hectares of green and open space, **the development will be a 'Home Zone' based on higher density than suburban norms**. Cars will be 'guests', with a definite priority given to public transport, pedestrian and cycle use. We aim to provide some 530 dwellings. This is a density of 24 dwellings per hectare for the whole site of 21.7 hectares; it is a density of 38 dwellings per hectare for the 13.7 hectares of developed land; and it is 45 dwellings per hectare for the 11.7 hectares of residential use
- * To set aside 2 hectares of land, accessible from the east, for **commercial and community uses**. These facilities will be relevant for the three surrounding communities and will involve the likes of:

A Market Square

A Village Green and Pond

An 'electronic' Village Hall and Community Centre

A Nursery School

An After School Hours Club

A Youth Centre

A Centre for MENCAP

Horticultural Units

A Park and outdoor Play Centre

A Garden Centre

A Waste Collection and Waste Sorting centre

Work-Live Loft Apartments near the centre

Flexible Workshops

A Convenience Store and Post Office

A Pub-Restaurant

A Surgery and Pharmacy

An Elderly and Frail Elderly Hotel

Carparking and Cycle parks



Illustration 4: The concept of 'fields' between hedgerows

2.1.3 To realise this 'vision', we have arrived at a Development Profile with the following characteristics:

- * The new community as a 'model' takes on **the geometrical characteristics of a 'planted town'**, a form of thinking that has informed urbanism for centuries. By the creation of a geometrical square, an open space and green zone is maintained on all sides. The old railway line is given more vitality, while the four 'gateways' between the three existing communities and the fourth one create clear thresholds. The whole is conceived as a reconfigured topography of 'fields'

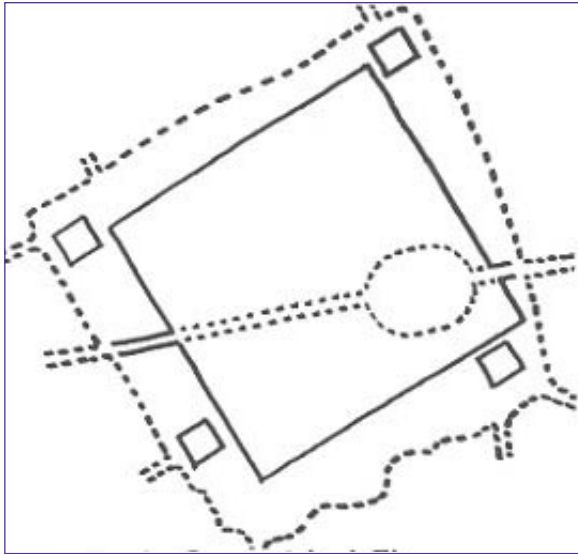


Illustration 5: The Basic Geometrical Figure

- * **This reconfigured topography is considered as 'fields'**, maintaining all the existing hedgerows, which will be enhanced as part of the open space and landscape strategy. Housing areas are considered as 'built fields', where a harmonious architectural language and a tight carpet of urban structure for each field will provide varied groupings of dwellings and private gardens. The 'open fields' are also varied and continue the rhythm of the primary geometry

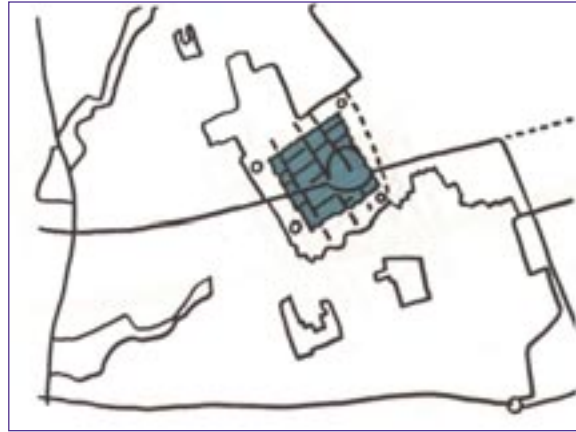


Illustration 6: The Field

- * Within this geometrical figure, a **centre** is created which is ringed by live-work loft apartments and which contains the main public realm spaces and the main commercial and community functions. It is intended that the main market space becomes one of the celebrated York public spaces, albeit in a village setting. **We can compare two places at the same scale, one real, one to be made.**

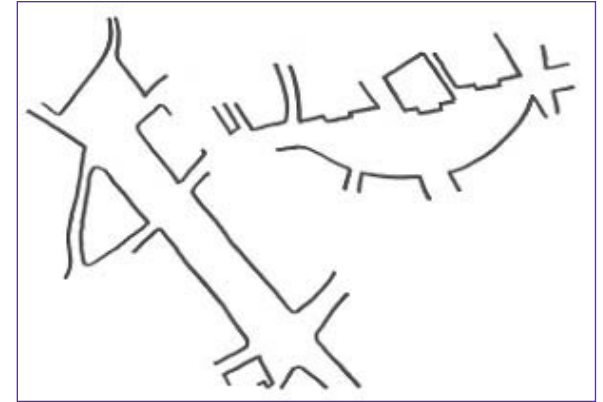


Illustration 7: Parliament Street, York and the Market, Osbaldwick

- * The line of the disused railway line is the most important 'energy line' in the proposals. For two different reasons Aire Design have arrived at the controversial decision to **utilise the disused railway line in new ways both to the east and the west**. First of all, the new development is of such potential stature that it deserves an appropriate sense of arrival. Secondly, with some 4000 + powered vehicle trips per day possibly generated by the new development, we consider it wrong to use the existing surrounding infrastructure, nor can we justify reducing the significance of the development in terms of housing density in order to justify an impact on the existing residential streets



Illustration 8: The Strategic Use of the Disused Railway

- * **To the east, the line will be used as the only general vehicle access to the new community.** This will be prevented from becoming the thin end of the wedge in terms of opening up the Green Belt, by making the road private and unadopted, of minimum width with hedgerows on both sides, and with adjacent cycle track and footpath links into the rural rights-of-way network. **Its use can begin during construction to remove nuisance.** Any planning permission must ensure appropriate controls, and Aire Design would welcome further legal controls such as restrictive covenants, to prevent future changes to the road's status. We also welcome the recent intent to extend the Osbaldwick Conservation Area, but would move to see it more ambitiously extended.
- * Through the development itself, the line is used as the primary circulation artery, while westwards, we propose the retention of a protected pedestrian and cycle route together with **a bus lane with controlled passing places**. This last suggestion needs close study, but the ability for such a route to be delivered technically is there to be grasped, and indeed offers the potential to improve the safety and security of this corridor, which at present has a largely negative image both for walkers and cyclists, and for local residents, due to the lack of current public overlooking.

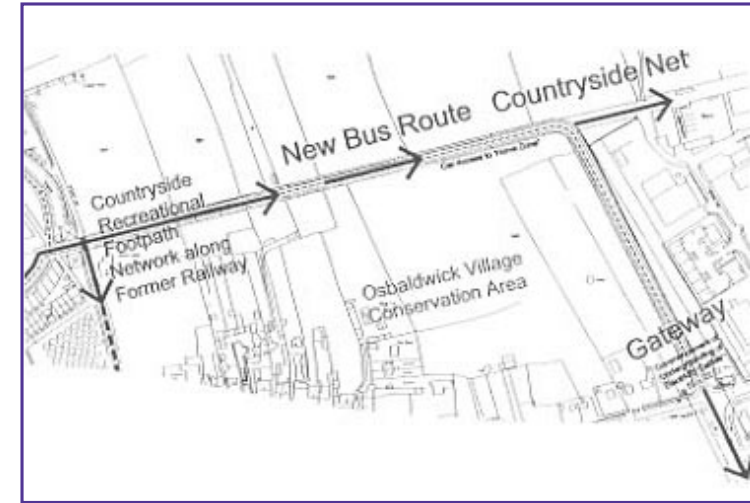


Illustration 9: The Proposed 'Private' Road to the East

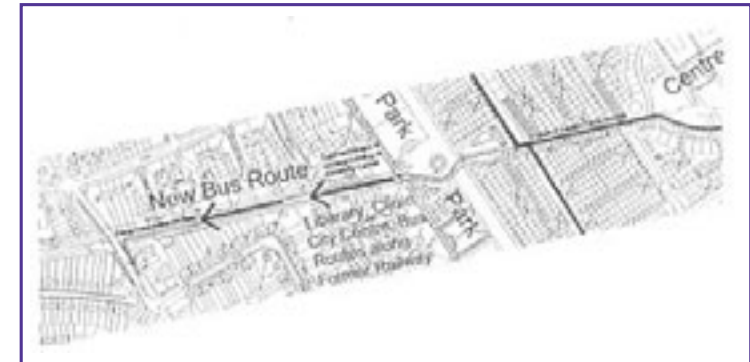


Illustration 10: The Potential Public Transport link to the West

- * The existing field pattern determines the overall geometrical order of the settlement. Metcalfe Lane is retained as a pedestrian and cycle route. As such, **the overall network of routes** tends to be orthogonal, but, with the careful use of the existing hedgerows to edge routes and paths, a variety and complexity of types will be produced. As a 'Home Zone', pedestrian and cycle movement will have priority over the car and other vehicles, while carparking will be provided at 1 space per dwelling, housed in secure 'Carbarns' within walking distance of each dwelling. The covered space provided for each dwelling could be used by a resident for other purposes. Connections lead out to schools and other places

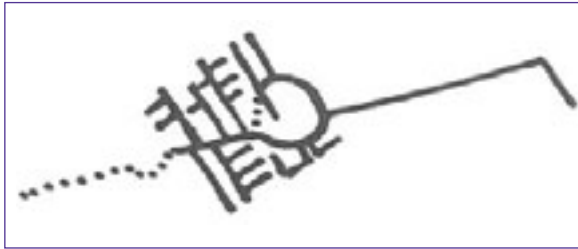


Illustration 11: The Network of Connections

- * **The 'Carbarns' are seen as more than merely functional containers.** While they do indeed cater for the secure storage of cars, with walls, a 'greened' roof and electronically controlled doors, Aire Design wish to go beyond what is to be built at Allerton Bywater and develop ideas that will turn these places into the most local element in a strategy for community spaces.
- * The 'fields' of housing are most notable for two characteristics. Firstly, each grouping has its own coherence and its own order. Within the limits set by a strategy for prefabrication for the housing, it is easy to conjecture a position where sympathetic, but differing design teams could take on parts of the whole, perhaps with different clients. **Each 'field' is conceived of being capable of contributing to the tenure mix of social housing, housing for sale, housing for rent and special needs/disabled use.** Secondly, each dwelling is generous in volume, and is internally adaptable and externally expandable

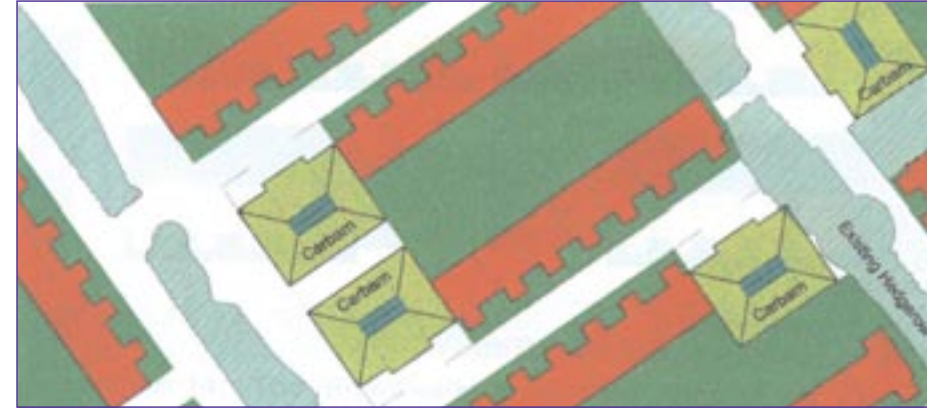


Illustration 12: The 'Carbarns' as local community meeting points



Illustration 13: The 'Fields' of Dwellings

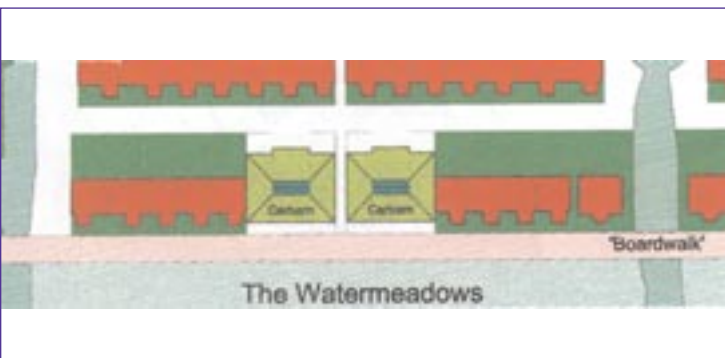


Illustration 14: The 'Boardwalk' around the edge of the village

- * Surrounding the settlement is a further echo of York. Whereas in the city, the original defense wall is now a walking route of panoramic power, we propose a 'Boardwalk' to achieve a similar impact, **a clear edge and route from which to survey the settlement to one side and the open space to the other**. This feature, as with the whole urban village, will be fully accessible for disabled people

2.2 Cost and End Value

The initial costing of the development amounts to some £66 million. The end value of the development could amount to some £62 million. These are preliminary figures, appraising an approach, and the shortfall deserves in-depth analysis in a context where more time and resources are available than in the present competition. (Please see Appendix 5.6)

2.3 Phasing

The development will be in three sustainable phases, integrating residential, non-residential and open space development. While the evolution of the masterplan will give due consideration to the detailed build up of phases, thinking to date is as follows:

- * Despite the fact that the proposal suggests the construction of 530 dwellings as against the benchmark of 350, we accept at this stage that **no new primary school places will be provided** within the development. Rather a 0-5 years 'Start Right' Nursery School and an 'After School Club' provision within the development, will act as a basis for the rational integration of children from 'Osbalwick Fields' into the surrounding school communities. In terms of schooling provision, places will be required for 130 primary and 70 secondary students

- * **Phasing therefore has been considered from the point of view of spatial and community coherence**, on the one hand, and reasonable build periods on the other, although on this latter score, we envisage swift construction periods as called for in 'Re-thinking Construction'. The first Phase will establish the area south of the 'energy line' of the disused railway including part of the Commercial and Community Centre



Illustration 15: The parts of the First Phase



The second Phase will essentially consolidate the Community and Commercial Centre

Illustration 16: The parts of the Second Phase



The third Phase may see the construction of housing quite different from that in Phase One

Illustration 17: The parts of the Third Phase

2.4 Landscape and Open Space Strategy

The Osbaldwick site is potent and interesting in character and the current competition process permits an holistic design approach to conserve and exploit its existing landscape. In contrast with mainstream development, which destroys existing landscapes and puts back artificial and ornamental surrogates, **Aire Design's philosophy is to work in close harmony and sympathy with existing landscape.** In doing so, it is possible to increase the diversity of the site's capacity for both wildlife and human occupation. This affords the site landscape a proper status of 'parent' to the development rather than cosmetic afterthought.

The natural drainage corridor of Osbaldwick Beck can be developed to absorb the rapid run-off surface water from the development, whilst, at the same time, producing a more varied wild life habitat and informal leisure area for the community. Commensurate with this is the radical strategy for the water and sewerage systems for 'Osbaldwick Fields'.

A more regular configuration of open space between the new village and the existing housing of Tang Hall has the capacity to provide more formal leisure facilities for both settlements, whilst also counteracting the sensation of new development encroaching on old.

A narrower reservation of open space to the north can provide productive woodland and visual containment to the new development.

Where the new village meets the open Green Belt landscape to the east, the village landscape can cushion that edge of development and provide a richness of character and habitat, off-setting the risk of an abrupt edge, while acting to help inhibit subsequent sprawl. We retain Field 9, in large part, with its 'ridge and furrow' character.

These large bodies of open space, which cradle the new development, also send fingers into the heart of the village to connect into smaller, more concentrated **landscape incidents**, for example a village green, tree and hedge lined streets and lanes, a central park, village square and childrens' spaces.

The broad, strategic distribution of open space and vegetation within the development, is determined by a combination of the brief's requirements; existing site characteristics; and the need to give the new development a discernible form, which does not blur into surrounding neighbourhoods. To this degree, Aire Design feels confident in putting forward a resolved set of planning and layout principles and will be happy to elaborate upon the embodied thinking at presentation stage.

The above state of play, however, should be clearly understood to be simply a starting point from which the new and existing inhabitants of the area can take ownership of the landscape and adapt it to meet their needs and wishes.

The new landscape should evolve over time, fuelled by the energy of those who play a part in its shaping. A healthy landscape is constantly changing and we therefore wish to avoid the creation of an inert, 'frozen state' landscape design, which would then be defended against subsequent criticism and/or change. The community involvement process will therefore play a vital part in finalising a long term landscape strategy which will enable the open spaces to serve both the first wave of new inhabitants and, thereafter, to be adapted over time as subsequent generations of inhabitants pass through.

Essentially, landscape will be functional and we will endeavour to create circumstances whereby the community will participate in its making.

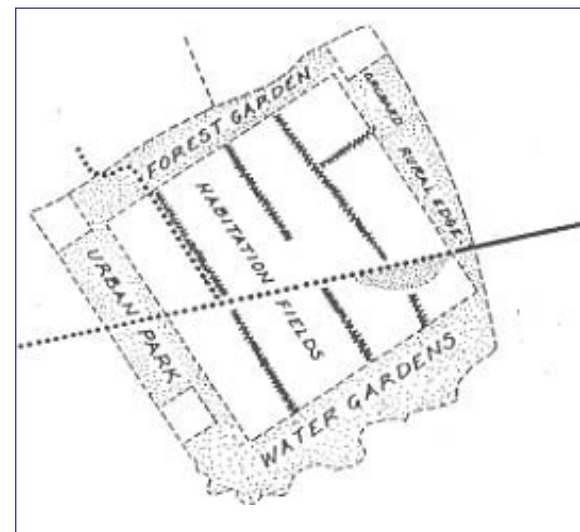


Illustration 18: The essential parts of the Landscape Strategy

2.5 Transport Impact

The main potential transport impact is of vehicular traffic, in particular on existing residential streets, and there are real concerns that a development of 530 dwellings would generate upwards of 4000 vehicle trips per day. However, a key aspect of the overall development strategy is to reduce significantly the levels of trip generation, not only by providing for and promoting walking, cycling and public transport use, but also by reducing the need for vehicular travel through, for example, provision of local employment, retail and social facilities. Much of the brief and all of the Report from Ove Arup and Partners have assumed that the transport impact would be concentrated onto the existing peripheral community road network and its junctions. **The Aire Design strategy moves the impact elsewhere.**

We suggest that links for pedestrians, cycles, emergency vehicles and perhaps public transport are made between the existing communities and 'Osbalwick Fields'. We suggest the exploration of a public bus route from 'Osbalwick Fields' westwards towards York City Centre along the former railway line at least to Tang Hall Lane (possibly an extension of the existing No 7 service). We suggest a controlled access road link northwards from the east end of Osbalwick and then westwards towards the site. This will be the strategic access, linking the development directly into the primary road system of York and its Ring Road. We submit that these two strands of the transport strategy - the radical reduction in car generation and the avoidance of access along existing residential streets - minimises the impact of transport and, in particular, of vehicular traffic, not only on the streets of the surrounding communities, but also city-wide.

This east-west strategy minimises the impact of transport measures.

This is in accordance with the express wishes of the local community in terms of the 'Osbalwick Fields' development being popular and supported.

2.6 Environmental Impact

The development will inevitably have an impact on what at present are less than well used fields. The greatest impact that will need to be controlled is the proposal to build eastwards on the old railway line and then southwards to join the new access road from Hull Road. **There will be no off junctions from this east-west road between its start and Metcalfe Lane.** It will be landscaped to improve the visual situation that pertains today and to reduce the impact of traffic noise on houses within Osbalwick village. Undergrounding of the electrical cables and the retention of a large area of the site as open space will do much to reduce environmental impact where possible.



Illustration 19: Reducing Environmental Impact

2.7 A Design Guide

The development of a 'Design Guide' will be part of the evolution of the masterplan. This guide could follow the examples of the Greenwich Millennium Community and the Allerton Bywater Millennium Community in the sense that the intellectual basis is made clear, while the guidance for developers and designers, embraces three dimensional and technological matters. The benchmarks of performance will be made clear.

2.7.1 Our preliminary 'Sustainability Appraisal', undertaken by Eco-Logica Ltd. has considered three levels. In terms of Level One (Strategic Policy), Level Two (Benchmarks, Innovation Horizons and the Proposal itself) and Level Three (Village Co., lifecycle and sustainable lifestyle issues), we have reached some preliminary conclusions.

In terms of Level One, the greenfield nature of the site poses some difficulties alongside the core principles of sustainable development and the policy requirements of draft PPG3 and PPG13, which call for the development of urban brownfield sites accessible by sustainable transport modes, prior to the use of greenfield. This is not to say that greenfield sites cannot be considered, but their position in a sequential hierarchy of sites must be established in any

given area. **For this reason, we consider the need for an 'Urban Capacity Study' for York to be important**, in order that the development is placed in context. In terms of Level Two, **the development should adopt benchmarks in advance of those being used in the two Millennium Communities projects.** In terms of Level Three, the importance of energy consumption and energy generation during a design period of 120 years should be acknowledged, while interface with, and the participation of, future tenants and owners in matters of **lifestyle driven sustainability** should borrow from, and advance, best practice from home and abroad.

2.7.2 A Design Guide, in terms of the part devoted to three dimensional design and technological matters, would include the following topics:

- * **The 'Osbalwick Fields' philosophy**
- * **Public Spaces and principles applying to Semi-Public Spaces**
- * **Access and provision for cars and other vehicles**
- * **Density and Housing**
- * **Strategy for mix of tenure**

- * **Landscape**
- * **Innovation**
- * **Guidelines to architectural components**

These tenets will encourage the involvement of diverse parties within the development and the design guidelines finally adopted by the client body will apply.

2.8 Housing Design and Technologies

Our present thinking about housing design and technologies for 'Osbalwick Fields' develops the Aire Design work at Allerton Bywater Millennium Community. **What is refreshing about the Osbalwick challenge is that the two client bodies acknowledge opportunities to significantly advance practice.** Aire Design have therefore responded by developing a deliverable and innovative housing strategy conceived specifically for the needs of 'Osbalwick Fields'.

2.8.1 We are proposing predominantly linked (or terraced) housing and this requires justification, given that the conventional housebuilding industry tend to work with a perceived belief that people aspire, wherever possible, to detached housing. Our own research suggests that this is largely ungrounded, so long as the conventional flaws in terraced types are comprehensively overcome. These flaws are legendary, but include tightness of planning and small rooms; narrow frontages; noise transfer through party walls; lack of adequate garden space; absence of individuality etc.

On the other hand, **linked housing allows best for the planning and delivery of sustainable development** in that, for example, densities can be increased, more green space can therefore be provided on the same area of land compared to the housing estate, non-housing uses

delivering employment can be provided nearby, transportation trips can be reduced, energy conservation can be optimised, while less materials are used in construction and smaller areas of surfaces are owned or rented requiring maintenance.

It is therefore crucial from Aire Design's point of view that linked housing types are designed that utilise these benefits, while addressing matters of customer preference. Research suggests ways of achieving this synthesis.

We would therefore want to develop the masterplan with the 'Osbalwick Fields' clients to include linked (terrace) housing which include the following characteristics:

- * Houses have a short walk to a secure carparking space. Visitors parking is outside
- * Public transport is accessible by a short walk
- * Houses with wide frontages allowing for solar penetration and adequate daylight penetration deep into the plan
- * Higher than normal ceiling heights in order to create dignified rooms
- * Exterior elevations based on proportional geometries and sound materials
- * Adaptability of internal layouts which can be selected in advance of habitation and changed during lifetime changes to family structures
- * Planning options that allow any dwelling to be for sale, for social rent, for private rent, the disabled, for special needs and for home working
- * Efficient internal planning, with every room 'hard wired'

for electronic links

- * Expandability to the rear to increase the amount of accommodation possible
- * Three variable modules of width that allow for a wide range of house types
- * Ventilation systems which create 'healthy air' to balance the side effects of high insulation values and the consequent limitations of 'natural' ventilation
- * Very low running costs and 'affordable warmth'
- * Wide, but not deep, gardens with the ability to build sheds
- * A clear 'defensible' threshold between the public realm and the front door. Bicycles can be stored in a cupboard on the outside of the porch

Initial work in order to establish outline viability of the approach can be illustrated as far as the 'Fields' of housing are concerned.



Illustration 20: Dwelling 'Field' study for
'Osbalwick Fields'

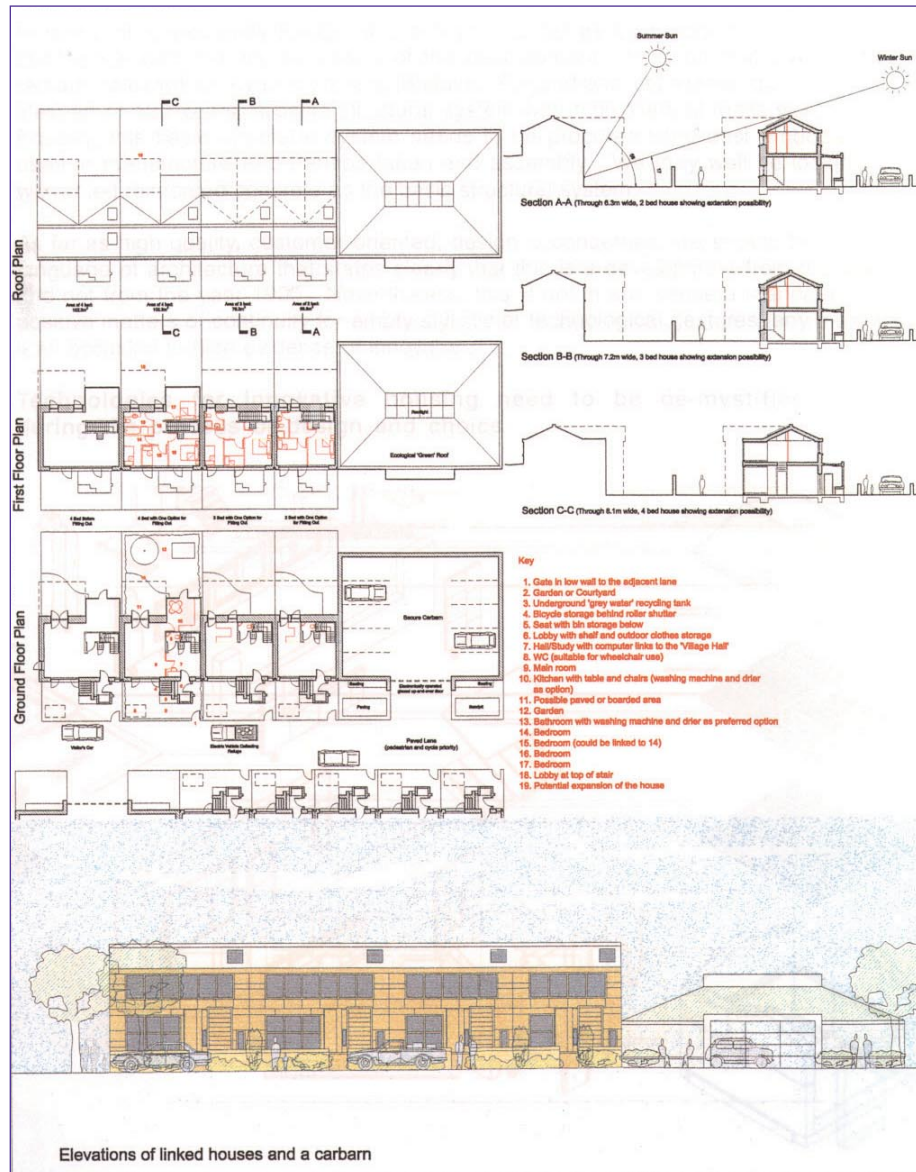


Illustration 21: Preliminary Dwelling Design for 'Osbalwick Fields'

2.8.2 The selection of building technologies needs to reflect the ambitions of sustainability and high quality, customer oriented, design.

In terms of 'Osballdwick Fields', this process, as far as sustainability is concerned, will commence with the 'model' status of the development. In order that the housing can remain relevant to ever-improving Building Regulations standards during the design lifespan of 120 years, a basic structural system with high thermal mass will be required. Equally, this basic structural system needs to be procured with least embodied energy used in manufacture and transportation and assembly. We may well be looking at fully warranted reinforced concrete as the basic structural system.

As far as high quality, customer oriented, design is concerned, we should be looking at a language of architecture that states clearly that this is a development from the year 2000 and not from the year 1900. Nevertheless, this is not in any sense a mandate to jettison positive matters of continuity for empty stylistic or technological gestures, any more than is it an occasion to hide evidence of innovation.

Technologies for innovative housing need to be demystified to people during the process of design and choice.

2.9 Training and Employment Strategy

There are three immediate ways in which the development can deliver significant levels of training and employment.

2.9.1 Aire Design's thinking in terms of procurement suggests that the Joseph Rowntree Foundation and their partners, as client body, can do much to control matters in order to maximise local training and employment during the planning and construction phases. Aire Design will, under appropriate contractual conditions with the client body, work from a York base in order to help establish appropriate and competitive procurement partnering arrangements that work directly with the resource and skill base of the city and its hinterland.

The lead-in time towards actual site construction can be begun just as soon as the planning permission route looks favourable. The 'mapping' of such potential partners has begun.

2.9.2 The initial masterplan suggests that the integration of significant amounts of non-housing floorspace into the overall development is both desirable and deliverable. Living - working capability exists in all the dwelling types being considered for inclusion.

There therefore is the basis for a sustainable mixed-use residential project where, with innovative management, a continuous culture of training and employment can be implemented. With all the buildings 'hard wired' for electronic linkages, 'Osballdwick Fields' has a chance of becoming a community where the residents, from varying backgrounds, can participate in a forward-looking 'model' settlement, based on valued employment.

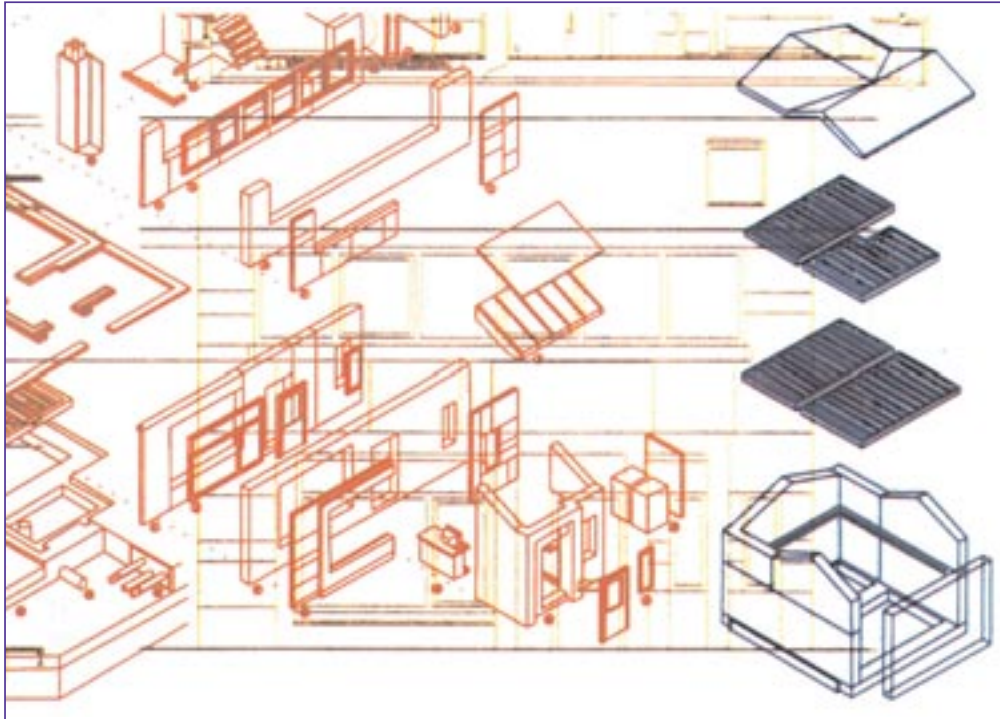


Illustration 22:
Technologies
for building
without noise

2.9.3 The 'Village Company' being proposed as the mechanism for long term stewardship, (see Appendix 5.4) can fulfil a major role in community-driven initiatives in the area of training and employment. All the non-residential buildings are designed to be flexible and will be designed to similar benchmark standards as the dwellings. The form of procurement and tenure adopted by the client body for the non-residential buildings, must retain the ability of the community, through the Village Company, to influence the use of the non-residential buildings. Equally, as touched on earlier, the Village Company, in order to maintain the 'affordability' of housing at 'Osbalwick Fields', may retain part ownership of not only housing, but the non-housing buildings too.

2.9.4 We can approach the creation and sustenance of a 'Learning Village' at Osbalwick Fields. This concept is much talked about at present and would be a natural extension of the concepts underpinning the 'Osbalwick Fields' project.

The 'electronic' Village Hall, for use by the Community and the 'Village Company', would be the place where a server(s) could ensure that every dwelling and every building within the development could be hard-wired into the wider community for learning as well as commercial purposes. **As with traditional York, learning communities are better related to a robust Public Realm in order that they are not merely private.**

The centre of an existing 'Learning Community'



Illustration 23: St Helen's Square, York as a Robust Public Realm

The centre of a new 'Learning Community'



Illustration 24: The Public Realm at 'Osbalwick Fields'

2.10 Community Involvement

This matter is of fundamental importance to the Aire Design Team (please see Appendix 5.5). Our strategy to date has been to resist both the temptation to overtly pander to the expressed fears of the three surrounding communities and also the temptation to retire to the designer's ivory tower.

What has emerged is in our view a synthesis of two sets of aspirations - to propose a masterplan that reduces the impact on, and maximises the advantages for, the surrounding people, while giving a basis for the creation of a settlement based on sensitivity to site and on high quality, integrated design. The way forward with community involvement as far as Aire Design is concerned will be through Doug Clelland and Marion Horton.

Aire Design are not ingrained into any facet of our thinking to date.

We wish to commence a process in support of the client body which moves the development forward, with the existing and new communities' full awareness and participation at all stages.

Section Three:

The Build-Up of the Proposals

3.1 The Site

The site already shows signs of becoming unsustainable for agriculture. We have identified places of value exactly and will attempt to sustain the site's environmental values. The content of the Ecology and Archeology Appendices have been absorbed. We will retain an example of the 'ridge and furrow' landscape in the north-east corner (Field 9), where the most authentic example appears to exist. Horticultural uses are considered relevant to a future scenario, given the quality of the soil.

We have an essentially flat site. Pumping of below ground drainage is likely. Ground conditions are variable and will have significant implications for substructure design. More

detailed geotechnical investigations are necessary and may impact significantly on a final masterplan approach. These should be resourced during the masterplanning process.

We face poor drainage conditions and, after development, an increase in water run-off. Rainwater storage systems are required including perhaps an open watercourse linked to Osbaldwick Beck. The configuration of these could also affect the pattern of development proposed and will be a major environmental amenity, subject to safety measures consistent with a rural situation. The water areas will also function as part of the drainage and fresh water strategies.

Utilities infrastructure lies on the perimeter of the site with only the electricity cables an issue on site. We know enough about sewage capacities from the briefing materials. Agreement within the team and with JRF / CoYC on the extent of burying the cables is needed. At the moment we are assuming an undergrounding of significant length.

Budget costs from National Power to bury the cables have been received and the scope is agreed as per Illustration 24. At the midpoint Consultation Panel meeting, we informed the assembled community of the two contractual choices that need to be considered when details are being discussed with Northern Electric. These are contestable and non-contestable contracts, the former being desirable. Land above existing buried cables and cables to be buried are protected in the initial masterplan with an assumed depth of 2 metres, adequate side easement, and a territory left free over the cable route, which only needs to be 1 metre.

Retention and enhancement of significant amounts of the mature hedgerows is committed to. All trees along Osbaldwick Beck are retained.

3.2 Historical Meaning

Research so far shows up little of compelling value. Care will be taken in all future thinking to ensure that all archeological materials are adequately protected and then excavated. **If appropriate, any such materials will be displayed and interpreted within the new centre of 'Osbaldwick Fields'.**

3.3 The Neighbouring Communities

Feelings of ownership for the three existing communities and feelings of ownership for the new one are important. Given the consultation process to date, how we move this observation forward is pivotal. A robust strategy will be promoted.

Our meeting on 29th November 1999 gave a sense of the neighbours' views formed since the Open Day, however, given the competitive context the four teams are in, no-one will show their full hand until the submission. We concentrated our efforts before Christmas on 'damage-limitation' ideas as far as the surroundings are concerned -



Illustration 25: The extent and routing of cable to be buried

few new cars on the roads, no 'criminal classes', new facilities and 'purple patch' dog walkie circuits etc. and, more seriously, we have created Appendix 5.5 in order that should Aire Design be commissioned, we are ready, alongside the client body, to do business with the people.

3.4 Environmental Capacity Considerations

Apart from the Level One 'Sustainability Appraisal' issue - 'is this the best place to do so much development at this time' - the Aire Design Team are relatively at ease. So, based on the Briefing materials and the knowledge gained from our own research base, the work on Allerton Bywater Urban Village and Norris Green Urban Village, a development profile, whose capacity is sustainable and which will give a sense of our intentions, might be:

* Overall site area	217,000 sq.m.
* Site area devoted to green and open space	80,000 sq.m.
* Site area devoted to non-residential uses	20,000 sq.m.
* Density for the dwelling areas	45 dHA (PPG 3)
* Site area devoted to dwellings	117,000 sq.m.
* Number of dwellings (houses and other types of living)	530
* Floor area of dwellings (at theoretical average of 100 sq.m.)	53,000 sq.m.
* % of dwelling area for non-dwelling uses	20%
* Area of non-dwelling uses within dwelling 'fields'	23,400 sq.m.
* Area for dwellings and private gardens	93,600 sq.m.
* Typical gross plot area for a dwelling (all houses)	176.60 sq.m.
* Typical nett plot area (making allowance for hedgerows)	154.00 sq.m.
* Assume maximum 8100 mm frontage, so plot is -	8.1 m x 19.00 m

* Average storey height of a dwelling	2
* Average dwelling footprint (2 storeys each of 50 sq.m.)	50 sq.m. with 12.8m long rear/front garden or variant of both
* Area % for non-dwelling village 'fields'	9.2%
* Area for non-dwelling uses including main public realm	20,000 sq.m.
* % of land for the public realm areas	20%
* Ground area of non-dwelling uses	13,000 sq.m.
* Average storey height	2
* Floor space possible for community / commercial use	26,000 sq.m.
* Total Floor areas (dwellings and non-dwellings)	79,000 sq.m.
* Area of dwellings - 53,000 sq.m.	67%
* Area of mixed uses - 26,000 sq.m.	33%
* Overall land / floor plate imprint	117,000 sq.m.
	(dwelling area) + 26,500 sq.m. (upper levels of dwellings) + 80,000 sq.m. (green space) + 20,000 sq.m. (non dwelling) + 13,000 sq.m. (upper levels of non dwelling)
Total	256,500 sq.m.

This is an overall development ratio of 176,500 sq.m. (imprint less green space) divided by 217,000 sq.m. = 0.81

This balance as far as overall built land use is concerned would be:

Green Space	37%
Public realm and mixed functions	13%
Dwellings	50%

This balance as far as land footprint is concerned would be:

Green space (80,000 sq.m.)	37%
Dwellings (26,500 sq.m.)	12%
Non dwellings (16,000 sq.m.)	7%
Remainder (private gardens, public realm, roads etc.)	44%

This preliminary scenario is a basis that could evolve and change during the months ahead.

3.5 Transportation Issues

The demonstration of innovation in the subject of transportation is considered to be an essential part of the 'model' status of 'Osballdwick Fields'. While the Aire Design team are not unrealistically 'anti-car', they certainly believe that innovative methods of owning cars and new ways of thinking about car use require serious consideration and testing. The currently prevailing levels of car dependency and dominance of car use in travel behaviour nationally are causing considerable diminution in environmental quality, including the quality of personal living space, and ultimately no longer even serve the car user particularly well. **New approaches to car ownership, including car clubs and neighbourhood pooling, along with the provision and promotion of high quality alternative modes to car transport, and strategies to minimise the need to travel by car all contribute to a radical reduction in car trip generation, which:-**

- * releases land within the development area for more vital residential and community functions.
- * opens up design opportunities within a development no longer car dominated; and minimises the impact of generated traffic around the development.

Typical car based developments of the past few years have been planned on the basis of a generation of 7 - 8 car trips per day per dwelling. The proposed benchmark for 'Osballdwick Fields' is to halve this, to an average of 3 - 5 trips per day per dwelling. This is a challenging target, but one that we believe to be achievable for the following reasons:-

- * In York overall, 33% of households are without cars, an above average figure.
- * The high proportion of social housing in 'Osballdwick Fields' is likely to result in a still higher proportion of households without cars.

- * The advanced position of York in TDM in relation to Britain as a whole already promotes lower levels of car use; the cultural habit of car use is already less dominant than elsewhere.
- * The promotion of innovative ownership schemes, possibly through the Village Company, will further deflate levels of car use (car club schemes are generally found to halve the levels of car use by previously car-owning participants).
- * The quality of the walking and cycling environment in and around 'Osballdwick Fields', and specific design provision (for example, integral cycle storage areas in the porches of the Aire Design houses), coupled with the prevalence of local destinations encouraging trips on foot or bicycle, will maximise trip generation on foot or bicycle.
- * Access to public transport will also be maximised, by bringing at least one bus route into the development, ensuring good pedestrian links to other local routes, and working with public transport providers - again possibly through the Village Company - to maximise levels of service and information

Even at this low trip generation target, in the order of 2000 vehicle movements per day will be generated by the full 'Osballdwick Fields' development, which poses significant issues of vehicle access to the site. There are four potential access points from existing streets - Fifth Avenue, Temple Avenue, Osballdwick (Metcalf Lane area), and Meadlands - all of which are quiet residential streets. It would be possible to devise a development strategy in which no one street becomes a main access, but even with an equal distribution of generated traffic, each street would have to accommodate around 500 to 1000 additional vehicle movements per day.

Existing traffic volumes on these streets are not known, but are likely to be below 500 vehicles per day even at the 'downstream' end, and much lower close to the cul-de-sac ends adjacent to the site. Even allowing for reductions in existing levels of use in line with York's traffic reduction targets, **it is clear that existing streets could not be used for access without substantial proportional increase, at least a doubling of traffic volumes, to the detriment of their quality as quiet, relatively safe residential streets.**

For this reason a central principle of the Aire Design development strategy is to seek to provide a new and separate general vehicle access to 'Osballdwick Fields'. The clearest potential for this is along the former railway line, either from the east or the west. This is not only advantageous as a 'brownfield' route into the site, but seizes the design opportunity of the dynamic 'energy line' (see 2.1.3). **There are arguments for and against an eastern or western access road, but a preference has emerged for the eastern route provided that:-**

- * cast-iron safeguards can be incorporated to prevent this road being used for access to potential development sites within the designated Green Belt; and
- * a bus route can be provided into 'Osballdwick Fields' from the west, also benefitting parts of Tang Hall (the eastern access road alone may be too circuitous for a bus route to the City Centre, and would have a long section of empty route).

Traffic flows (12 hour) have been obtained for the egress points for both an eastern (Osballdwick Link Road / Murton Way junction) and western (Tang Hall Lane) access road along the railway line, showing around 2,500 vehicle movements at the junction for the former and around 7,000 vehicles two-way for the latter. Both are considered feasible in traffic terms, subject to detailed assessment and appropriate junction treatment. In environmental impact terms, the additional flow on Tang Hall Lane is less

significant proportionally, but Osbaldwick Link road is probably less environmentally sensitive. There are however understood to be existing problems of rat-running along Tranby Avenue due to easier access onto the A1079 at the roundabout, which would need to be resolved in a wider context.

The network of walking and cycling routes in and around 'Osbaldwick Fields' will be an important determinant of the character, environmental quality, accessibility, and patterns of behaviour that will evolve in the development. Most streets, and the more predominant lanes, will be at most car-tolerant rather than car-dominated, with very low levels of vehicle activity, and with a rich variety of pedestrian and cycle access along similar lanes both around the new community and onto the routes linking to the adjacent communities, to important destinations such as schools, local shops, library, bus stops, and to the rural footpath network into open countryside. Two network strategies are possible.

- * 'Direct' routes: organically generated main routes along main movement paths, expressing the strong NW-SE potential movement axis and the E-W axis along the railway line between the City Centre and open countryside, intersecting at the new village centre.
- * 'Filtered' routes: a more dispersed pattern of main routes generated by the strong existing hedgerow pattern and offering a greater variety of pathways which nevertheless remain reasonably direct.

The latter is the more consistent with the underlying design philosophy for the development, generated by the powerful intersecting patterns of the fields and hedge lines and the 'energy line' of the former railway, so is the preferred option at this stage of the masterplanning exercise.

The transport vision for 'Osbaldwick Fields' reflects and reinforces the wider vision for the development, of a new community founded on innovative and in some cases radical approaches to development, and integrated with existing communities bringing benefits to them, without imposing a burden of undue impact.

3.6 Planning issues

Our 'Sustainability Appraisal' has been used to approach the planning issues to be faced at 'Osbaldwick Fields' at three levels.

3.6.1 In terms of Level One criteria for sustainability, we assume the planning appropriateness of the site for the creation of an urban village. Elsewhere in this Report however, we recommend that an 'Urban Capacity Study' for York is used to underpin the legitimacy of the Osbaldwick enterprise.

That would seem to be a sensible measure and indeed we understand that the satisfaction of this statutory requirement is underway.

The primary strategic planning issue is that of site access and this has been considered in the previous section of this Report. The undergrounding of the electricity cables has also been dealt with in section 3.1.1. The extent of the Osbaldwick Conservation Area boundary and the proposed use of the disused railway line to the east will require scrutiny at an early stage in order that the Green Belt is best protected.

In terms of the proposals themselves, we suggest a configuration with a dense public realm - with relatively dense dwelling - and with easy access to green space. There are clear cycling and walking priorities.

The structure of the settlement

A grid, punctuated by a free public form, surrounded by functional landscape and with open 'gateways' to all surrounding communities.

The spatial hierarchy of the settlement

Symbolic and functional access is predominantly from the east. Secondary, and non-car access, is provided at four other points. At each of the five points, a clear sense of arrival will be created.

A main axis enters from the east as a hedged lane and sweeps round the centre and through the settlement, leading off westwards as a limited access route. Side streets lead off the central axis. A significant public carpark is provided near the entrance to the village. Otherwise carparking is clearly controlled. Movement through the village is slow.

The scale of the village's fabric is at its highest on either side of the main route and within and surrounding the central public realm spaces. Houses elsewhere tend to be two storey with the occasional single storey bungalow and cluster of detached houses.

Density

We propose the retention of approximately 8 hectares of green land. We have accepted higher densities as a starting point of about 45 dHA (108 pHA). 45 dHA can be achieved without compromising the size of private gardens, however as the threshold for the Village Company's viability is 500, as the HNS suggests more-or-less the same number, and as there is the general desire to maintain the maximum of open space, some aspirations, such as a general detachment of houses from one another, are not taken up.

Empirical data from York and Yorkshire from Aire Design's research data have been referred to.

3.6.2 Precedents and Benchmarking

At Level Two thinking emanating from our 'Sustainability Appraisal', a great deal can be achieved to minimise the environmental impact of the development.

Assuming that an 'Urban Capacity Study' gives the initiative the strategic 'green light', then it is at this level of planning that 'Osballdwick Fields' can really become innovative.



Illustration 26: Appropriate Yorkshire Precedent

Precedents have extended beyond York and Yorkshire especially in terms of sustainability criteria.

The tradition of the 'planted town' has, for example, also been researched in depth (please see Appendix 5.3), as there are features of the present 'green' site which have strong historical echoes - times and places where 'new settlements' were built adjacent to 'old settlements'. Perhaps Edinburgh and Edinburgh New Town across the valley encapsulate the meaning that can be found here. As 'new' places from the outset, many have succeeded and some have failed. This requires understanding in order that **New Earswick** as a laudable tradition can be widened and **New Osballdwick** can be rooted in the tradition of success, the tradition of the 'new' integrated with the surroundings.

Benchmarking will be pivotal to success and the establishment of final benchmarks will be a major part of the next stages in the evolution of the final masterplan. At this stage, we are not being prescriptive other than to re-state an earlier point, namely that planning at this sustainability Level Two will be an advance on the performance sought in the English Partnerships' driven Millennium Communities at Greenwich in London and at Allerton Bywater in Yorkshire.

Internationally, all 'developed' parts of the world are seeking ways to reduce the negative impact on the environment through benchmarking: if the problem is 'x' today, how far can we go to reduce the problem to 'x-' tomorrow? 'Osballdwick Fields' must act in this way.

Therefore benchmarking to reduce the 'impact' of the development to a believable and deliverable 'minimum' can be undertaken with the following aspirational, though certainly deliverable, hierarchy of importance always at the centre of the work ahead:

A Energy consumption during the designed inhabitation period (120 years) (including all domestic sources at 15kWh/m²/annum)

30kWh/m²/annum

Of this, 15kWh/m²/annum is devoted to heating. For comparison, the following table is instructive as to the energy-saving measures being proposed:

Comparable levels of energy consumption

- * 1930s 3 bed semi-detached house (uninsulated) 300 kWh/m²/yr
- * 3 bed semi-detached house to current Building Regs 100 kWh/m²/yr
- * German equivalent built in Berlin to current Regs 120 kWh/m²/yr
- * IBA 2000 in Berlin - experimental houses 30 kWh/m²/yr
- * The autonomous 'Vale House' 9 kWh/m²/yr
- * The 'Aire 8100' dwelling for Osballdwick 15 kWh/m²/yr

We are committed to recommending this level of sustainability to the client body and to the public at large as a significant feature of the 'model' status of the project.

B Energy generation during the designed inhabitation period (120 years) (domestically based and Village Company originated)

Benchmark to be increased over time to methodically approach 30kWh/m²/annum as soon as possible

C Embodied energy of a dwelling (all sources monitored)

To approach a benchmark of 500kWh/m² for a typical 'New Osbaldwick' dwelling

D CO₂ emissions during the designed inhabitation period (120 years)

zero

E Defined lifespan and lifecycle periods for all products

as long as possible based on existing research with the structure at a minimum of 120 years of expected life

F Thermal performance of all dwelling and non-dwelling buildings. These standards may be achieved through different technologies for the non-housing than those specified in this Report for housing

roof	@ 0.12 W/m ² K
walls	@ 0.20 W/m ² K
glazing	@ 1.00 W/m ² K
ground	@ 0.18 W/m ² K

G Energy consumption during the construction processes on site

100 kWh/m²

H CO₂ emissions during the construction period (this covers all aspects of embodied energy for a dwelling)

180 kgco²/m²

I Monitored 'Egan' targets appropriate to this demonstration project

- * **zero defects on handover**
- * **reduced construction costs and lifecycle costs**
- * **reduction in construction periods**
- * **predictability of outcomes**

3.6.2 **Lifestyle and Lifecycle**

Level Three sustainability lies ahead and will relate to detailed phase by phase planning and the integration of the people who will make up the new community.

We recommend that once a masterplanning Team are appointed, bi-weekly meetings are held with City of York Council representatives to methodically appraise the evolution of the masterplan in all its features, leading up to an outline planning application in due course.

3.7 **Utilities**

The provision of at least 500 dwellings is required to support full-scale innovation in the utility field. Such innovations will be ecologically sound and will also bring tangible benefits to the inhabitants.

There will be seven utilities provisions brought to 'Osbaldwick Fields' ranging from recycled water to unadopted (but well maintained) roads.

All utilities will be laid in an integrated manner in an accessible single duct.

Electricity where practicable will be generated on site as stated in 3.1.6, however there will still be a requirement for a service connection to the distribution network. Using innovative metering systems all the other utility

services will be read and electronically downloaded through the Electricity Meter including reverse flow (measurement of self-generated electricity) when required. The longterm strategy to generate energy in the village will be allowed for from the outset.

Gas will be provided subject to agreed benchmark CO₂ emissions.

Telecommunications will be 'state of the art' digital systems, which will provide every dwelling with affordable access to telephones, TV and the intranet/internet.

Water and sewage will be installed using the village's own water supply, sewage treatment and reservoir. Each dwelling will be provided with two water pipes and two waste pipes. Black water will be sent directly to the sewage treatment plant before being recycled to the reservoirs as grey water. Grey water waste will be sent with surface rainwater to the reservoir for recycling. There will be no mains connection of sewage and freshwater to the local Water Company.

Utility Provision will be at a lower cost than conventional systems and will form an integral part of the democratic workings of the Village Company (please see Appendix 5.4).

3.8 **Housing**

The Housing Needs Survey is clearly described in the brief and the relationship with waiting lists etc. is also made clear. This 'model village' must be 'affordable' as far as JRF and CoYC are concerned. This is supported from Aire Design's point of view, while we endorse the vision that the development is also very desirable to live and work in. We accept at this stage, for the purposes of an initial masterplan, a mix of 29% (35+23/2) of social rented dwellings; 12.5% (18+7/2) of private rented dwellings; and 58% (46+70/2) of housing to buy. Rounding up percentages to 100% and accepting the figures from the brief of respectively 200 + 108 + 215, we reach a total of 523, which gives us a target at this initial stage of 530. In terms of

'affordability', 362 will be designed and procured for limited budgets, while 168 can be more varied in cost/sales relationships.

3.8.1 In terms of types of housing, the HNS indicates the following percentages:

	Bung- alow	Link- ed	Deta- ched	Semi	Loft	Other	Total
Social rent	25	5	11	43	8.6	4.1	96.7
Private rent	13.6	4.5	20.5	22.5	22.7	4.5	88.3
To buy	17.9	7.9	46.1	24.1	2.1	0.9	99
Average	18.8	5.8	25.9	29.9	11.2	3.1	94.7

In terms of overall sustainability, it is the Loft Flat and Linked House types that far outperform the others. In second place, the semi-detached house presents itself.

If the 'Other' category and the 5.3% shortfall to the total are moved into the more efficient linked dwelling type, figures emerge as follows:

Bungalow	Linked	Detached	Semi	Loft	Total
18.8%	14.2%	25.9%	29.9%	11.2%	100%

This results in 25.4% of dwellings (linked and lofts) being in a Level One sustainability bracket, 29.9% (semi-detached) being in a Level Two sustainability bracket and 44.7% being of unsustainable characteristics.

Clearly work lies ahead to continue the design and 'marketing' work to translate lifestyle aspirations embodied in the preference for unsustainable dwelling types into the forms, designs and character of the more sustainable house types.

This has been attempted in the outline masterplan, where approximately 90% of the accommodation will be located in the Level One classification.

'Osboldwick Fields' will attempt to demonstrate that a model settlement for the future can be based on 'intelligent' housing without removing the English desire for a 'castle'.

3.8.2 In terms of sizes, the HNS indicates the following percentages:

	one bed	two bed	three bed	four/ bed	Total
Social rent	7	46	37	6	96
Private rent	21	27	39	2	89
To buy (afford)	37	37	(20)	(6)	100
To buy (open)	2	23	50	25	100
Average	17	33	36	10	96

This mix will require detailed work during the evolution of the masterplan and the process of deciding who will be the development partners with the client body, however the initial masterplan from Aire Design can and does accommodate this mix.

3.8.3 We have sought to provide the following in the masterplan:

one bed	two bed	three bed	four / larger	Total
18%	34%	37%	11%	100%

This translates into the following Schedule of dwelling sizes:

one bed	two bed	three bed	four / larger	Total
95	180	196	59	530

In terms of types:

one bed	two bed	three bed	four / larger	Total
85 lofts	53 lofts	42 lofts		180 (34%)
10 bung.	27 bung.			37 (7%)
	100 houses	154 houses	59 houses	313 (59%)
Total				530

In terms of detached houses in the larger category, 25 are suggested in locations that will command the most favourable values and therefore help underpin the economics of the whole.

All the lofts are in the centre of the village where individual adults, university personnel, students and others are more likely to want to live close to a lively centre. They are flexible spaces and considered to be working spaces as well as dwelling spaces. Development evolution may bring about the transformation of some of these into maisonettes

All the houses lie within the curtilage of the main geometry of the urban village: the 'fields'.

All dwellings will be suitable for the use of disabled people.

3.8.4 Benchmarks will be set as appropriate and as indicated in 3.6.2 above.

Generosity, flexibility and expandability of space are absolute principles and therefore Aire Design have not adopted 'minimum or regulatory standards' at this time.

Just as the car has delivered so much more for the consumer since the 1970s - while ignorance of the overall environmental impact was universal - it nevertheless reminds us that good design and efficient manufacture can deliver more in housing for the dweller for every £ spent. With housing, we are also able to minimise the environmental impact from the outset.

Design characteristics for inhabitability both inside and outside the dwelling, the latter involving private and community space around the carbarns, are crucial to the present endeavour.

House types and characteristics

- * All housing should be conceived and constructed for the purposes of social inclusion and diversity of population in order to create a sustainable community
- * Control over the extent of detached houses will be thorough
- * The mix should include flats as flexible lofts with high ceilings as with the houses
- * Guest rooms and shared utilities should be explored
- * Accommodation linked to the University of York, especially in the centre will be further explored
- * Contact has been made with MENCAP in terms of a regional centre
- * Other institutional involvement will also be explored
- * Initial contact with the Yorkshire Group (including Rydale Housing Association) and York Housing Association as examples of appropriate Registered Social Landlords has been made
- * Innovative local housebuilders have been sourced as potential partners
- * Local supply chains have been studied

The extent of actual procurement by JRF itself will be a topic of major importance before a full procurement strategy can be outlined during the next stage of the masterplan evolution.

Beautiful and well proportioned architecture and well detailed and varied paving surfaces are commensurate with affordable housing.

3.9 Non-housing

Many contacts have been made with prospective partners for the Non-housing areas of the masterplan. This is based on Aire Design's experience elsewhere and ideas tested elsewhere, however no commitments whatsoever have been made on behalf of the client body. Benchmarks will be set

as appropriate, but will be in harmony with those to be adopted for the housing in order that all buildings contribute to the 'model' status of the development.

Mix of uses for the 26,000 sq.m. of flexible space is proposed. Potential use of the glazed arcade as a design principle for pedestrian-friendly streets is being considered: a 'rational' Shambles? Perhaps.

These uses will be related to the 'townhouse' elements of the masterplan and to the central park area, which is

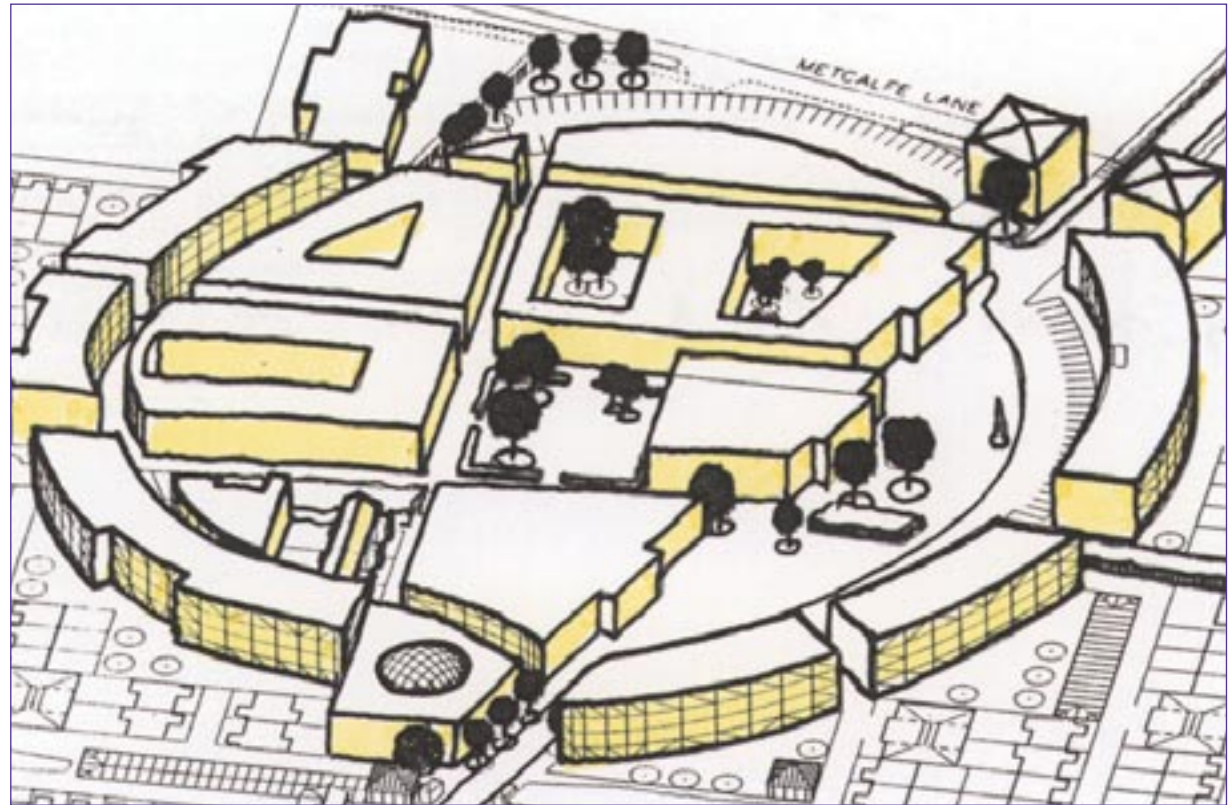


Illustration 27: The 'Heart' of the Village

beyond the 8 hectares of strategic green space.

There are what have come in the Design Team to be termed 'gifts' in the gateway positions to the three surrounding communities. These so-called 'gifts', shared by all four communities, comprise:

- * **Fifth Avenue: A Toddlers' Hall**
- * **Temple Avenue: A Sports Hall**
- * **Meadlands: A Bowling Green with 6 rinks and a community orchard**
- * **Osbalwick: Greenhouse and community orchard**

Rather than consider too specific functions at this stage, we are concentrating on achieving a critical mass overall that will give a sense of place, and create a recognisable multi-functional centre to the whole village. Thoughts have included:

- * Workshops, University of York? Retail, Community Centre, 'Start Right' (0-5) Nursery School, Community catering, IT suite as part of a new kind of Village Hall, Sports for all ages. Dialogues with potential initiatives will continue during the first months of a full masterplan commission, until an optimal mix of uses has been determined suitable to all parties. Matters of revenue funding have also been commenced. The configuration presently being considered is scheduled in section 2.1.2 above and 3.11 below, and the 'heart' of the village is conceived as an appropriate urban form.

(The key relates to the list of functions in 3.11)

3.10 Provision for the Disabled

Aire Design are committed to making all parts of 'Osbalwick Fields' accessible to disabled people who will therefore feel integrated into the whole. We believe that the disabled should not be 'ghettoized' and therefore all houses are designed with no thresholds at exterior doors, ground level WC provision (large enough for wheelchairs) and the potential for stair lifts. All streets and all houses are therefore appropriate. There are 37 bungalows proposed, while all non-housing buildings will be built suitable for use by the disabled.

The proposed siting of a regional centre for MENCAP in the centre of the village is testament to Aire Design's belief in an integrated society and we recommend this to the client body.

3.11 Training and Employment

How many jobs as a target? That is one of the key questions asked and one whose answer will test deliverability. The number will only become clear once the masterplan is evolved and partnerships have been established, however discussions with developers and other interested parties suggest the following constitution of the 2 hectares of non-residential territory as being a possible starting point:

Function	Area	Jobs
1 A Market Square with stalls	3000 sq.m. weekend	
2 A Village Green and Pond (at the end of Main Street)	2000 sq.m.	0
3 'Electronic' Village Hall and Community Centre	2000 sq.m.	20
4 A Nursery School	1500 sq.m.	6
5 An After School Hours Club	250 sq.m.	1
6 A Youth Centre	850 sq.m.	2
7 A Centre for MENCAP	3000 sq.m.	30

8 Horticultural Units (distributed on plan along High Street)	2000 sq.m.	10
9 A Park and Outdoor Play Centre	700 sq.m.	0
10 A Garden Centre	1500 sq.m.	10
11 A waste collection and sorting centre	600 sq.m.	8
12 Live-Work Loft Apartments	on edges of the centre	
(see breakdown in section 3.1.9.3)	in 'Townhouses'	
13 Flexible Workshops	4000 sq.m.	100
14 A Convenience Store and Post Office	700 sq.m.	8
15 A Pub-Restaurant	300 sq.m.	6
16 A Surgery and Pharmacy below flats	500 sq.m.	10
17 An Elderly and Frail Elderly 'Hotel'	5000 sq.m.	70
18 A Carpark for 140 cars	3000 sq.m.	2
19 Cycle parks for 100 bicycles	100 sq.m.	1
Total:	22,200 sq.m.	270 jobs

Something approaching 270 long term positions could be a deliverable target, notwithstanding what might be generated by the live-work space elsewhere in the masterplan area.

This is an ambitious target, but not one outside the ambition of appropriate 'sustainability criteria', the definition of an urban village and commercial possibilities. In terms of types of space: Commercial constitutes 9,000 sq.m. (35%); Educational and Youth constitutes 2,600 sq.m. (10%); Special needs accommodation constitutes 8,000 sq.m. (30%); while Community space constitutes 6,400 sq.m. (25%) of the total of 26,000 sq.m. (community uses of 3,800 sq.m. are proposed to be located at the 'gateways' to the surrounding communities and are included in the above percentages).

Diverse funding sources are foreseen. The proposals are a starting point only.

3.12 Community facilities

Our present thinking is outlined above while we do suggest tentative locations for various activities in order to achieve a 'critical mass', however the evolved masterplan will resolve:

Which facilities are related to 'gateway' conditions into surrounding residential areas? Which ones are related to the green space? Which ones are related to the public realm? As design development progresses, such matters will be resolved in order that **clear village places are made**, as a linked network throughout the development.

3.13 Amenities

The project has been approached from the point of view that the whole village is an amenity: from the generosity of the house, to the local public realm, to the village centre and to York beyond as a gateway to everywhere else.

3.14 Synthesising Aire Design's response to the challenge set

We have posited a number of questions during the past three months in order to reach a synthesis.

These include the following:

What is the overall capacity profile for this development?

What is its performance specification?

What is the character intended for all the parts of the scheme?

What are the monitoring measures to be adopted during design, construction and throughout the lifetime of 'Osballdwick Fields'?

Who will pay for all this?

What of revenue funding requirements?

Is this an open strategy or a closed strategy? Aire Design wish to accentuate their belief that it is fully open, with no hidden agendas at all from their part.

We do not have the answers to all these questions, but we have formed a coherent view.

- * We have resolved to respect the landscape of the site and the qualities of the surrounding communities and their environments.
- * We have resolved to encourage the client body to create a robust and dynamic settlement capable of change and alteration.
- * We have resolved to interpret the very best of York (and Yorkshire) in order to create a unique place in a unique city.

A 'whole' village therefore has been the issue, but we faced two strategic choices in its formation:

Either (1) a Compact, mixed use village with surrounding open space or (2) a tight, mixed use suburb with penetrating fingers of open space.

A central public realm supported by dwellings above commercial, community and employment - a grid of housing and gardens - a perimeter facing the open space with social and community buildings (1) or a 'tweaked' Garden City (2).

The York of history (1) or the York of private domains (2) or an integration of both?

Can Scamozzi's Ideal City, (1) which we have considered among many precedents and alternatives, be overlayed by

the aspirations of Ebenezer Howard or Wright's Broadacres (2) ?

Is there a New New York?

These were our strategic options.

On analysis the former was chosen, a compact village with distinct urban character, but without jettisoning the positive contributions of the Garden City movement.

Section Four:

Strategy for implementation

4.1 The Development Team

Experience shows that the traditional housebuilding agencies, whether social or private, are singularly unable to rise to the challenges set by the likes of this competition. There is therefore a burden of importance on the care that needs to be exerted in arriving at the most appropriate Development Team to implement 'Osbalwick Fields'. Innovation is at the heart of everything that flows from now on, in order to make the 'aspirational' also the 'deliverable', just as the community consultation to date and the quality of the competition brief itself are innovative. Aire Design recommend that JRF and CoYC remain at the heart of implementation, while assessing all new forms of procurement. Then there is a real possibility that an affordable and lively urban village can be built - quickly.

4.2 The Village Company

Just as an innovative Development Team can procure a benchmark project, equally there is a need for a new form of stewardship vehicle. Aire Design recommend that the idea of a Village Company be given serious consideration. (please see Appendix 5.4)

4.3 Phasing

The definable nature of the future inhabitants of 'Osbalwick Fields' means that a procurement programme can be implemented that, after careful and time-consuming planning, could move quickly. This can then tap all the economic advantages of open, yet repetitive technologies. Phasing should on the one hand allow an openness to change, while on the other hand maintaining the advantages of serial supply agreements. It is Aire Design's view that, after extensive and thorough planning, the complete

development could, if desirable as a political and social instrument, be largely completed in 30 months.

4.4 Community involvement in the final masterplanning stage

We believe that we have reached an optimal point where the scope and scale of the development is balanced by care for the surrounding communities and added value, through the development, to their lifestyle options. This basis, together with robust and direct plans for future community involvement (please see Appendix 5.5), suggests that the process ahead will be fulfilling. The Aire Design Team will work to de-mystify all aspects of the proposals - step by step - with a layered community consultation strategy, working in harmony with the client body.

4.5 Monitoring the evolution and realisation of the development

Projects such as 'Osbalwick Fields' can be at the forefront of 'intelligent and sustainable' development. In the era of benchmarking change and improvement, it seems sensible to recommend that the client body, with Aire Design and national sponsors, put in place a systematic research structure to monitor the relationship between 'aspiration' and 'delivery'.

Section Five: Appendices

5.1 The integrated nature of the Aire Design team

1 LEAD CONSULTANT

Name Aire Design
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Recent Client List Miller Ventures, Edinburgh
Gleeson Homes, Cheam
Property Solutions, Birmingham
Ramin Wali, London
National Power Energy Sales Ltd.

2 SUPPORTING CONSULTANTS

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Recent Client List DETR
Countryside Commission
Pfizer
Kent County Council
Surrey County Council
Chase Farm Hospital Trust

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Recent Client List AMEC Developments
East Yorkshire County Council
Cardiff Bay Development Corporation
Hulme Regeneration Ltd.
Harrogate Borough Council

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Phone/Fax/Email Tel: 0468 612 671
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Contact Name Phil Boraston
Recent Client List This is a national energy provider with
numerous commercial and residential
clients.

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Recent Client List Rein Corporation
Persimmon Homes
Berkeley Homes
Banner Homes
Manhattan Loft Corporation
Rialto Homes plc

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Contact Name Tony Brennan
Recent Client List Berkeley Homes
Crosby Homes
Duchy of Cornwall
Miller Homes
Gleeson Homes

5.2 Sustainability as the Strategic Ambition

Sustainable development is at the core of UK government policy in delivering high environmental standards within a context that develops our economic strengths and widens the availability of the good things in life to all social groups. Sustainable development principles are at work throughout society, proving through practical experience that high environmental standards improve economic performance and social inclusivity. Some examples of the detailed interpretation and implementation of sustainable development principles include:

- * UK firms are creating more jobs and becoming more competitive through the adoption of environmental management standards and clean technology.
- * Transport policies that manage demand rather than increasing the supply of roads are reducing congestion and saving money for UK businesses.
- * Reducing congestion is beginning to make life better for the elderly, the young and children's health (with the potential for reducing public expenditure in health and social services).
- * Targeting the development of new homes on brownfield sites is bringing new life into cities and reducing costs of expensive infrastructure in the countryside.
- * Cleaner rivers, cleaner drinking water and cleaner air are contributing to improved health and the avoidance of extra NHS costs.
- * Compact developments and mixed use developments are reconstructing neighbourhoods and communities to the advantage of the elderly, those that live alone and the reduction of crime, fear and insecurity.

- * Advances in architecture, urban design and sustainable construction are reducing the capital and revenue costs of buildings, reducing energy and water use and contributing to the UK's ability to deliver challenging reductions in greenhouse gas emissions.
- * Changes in taxation (e.g., the landfill tax and the fuel price escalator) are improving efficiency in the use of scarce resources in the public and private sectors and encouraging companies to become more efficient at the same time as releasing resources for more productive work (e.g. research and development, education).

Sustainability is a global issue with direct, practical local implications. The global issues (greenhouse gases / climate change, ozone layer depletion, biodiversity, land use, poverty and inequality) have a resounding echo in local developments. Without high quality local developments that observe the detail of the global sustainability agenda there can be no global sustainability. Arithmetic dictates that the sum of the local equals the global. Allerton Bywater is both a strong echo of this global agenda and a bright beacon of best practice.

Sustainable development places a heavy responsibility on those developing new facilities, new buildings, new transport opportunities and new forms of economic activity. Sustainable development requires a strong element of "joined up thinking" especially in the area of social policy, land use planning, transport and energy. Projects can and should be tested against sustainable development principles.

- * Does this development respect the landscape and the distinctive place identity of the proposed location?
yes [☒] no [☐]

- * Does it provide and encourage genuinely participative forms of local democracy where citizens "own" the ideas and the objectives and can work actively towards those objectives?
yes [☒] no [☐]
- * Does it strike the right balance between a reasonably high density of activity / dwellings necessary to support services (transport and shops) and to provide green space and a feeling of well-being?
yes [☒] no [☐]
- * Does it provide real gains for all groups in society including the young, people with disabilities, the elderly, the car-less and those seeking work? Does it emphasise social inclusivity?
yes [☒] no [☐]
- * Does it make best use of available technology and design to reduce energy use in buildings to a minimum?
yes [☒] no [☐]
- * Does it minimise embodied energy in materials?
yes [☒] no [☐]
- * Does it make a positive and quantifiable contribution to the reduction of greenhouse gases and the achievement of UK targets in this area?
yes [☒] no [☐]
- * Does it adopt best practice in the UK (e.g., allow and improve on best practice in the "Green Specifiers Guide" for building materials and the DETR publication "Planning for sustainable development: towards better practice" and recent Joseph Rowntree research on the social dimensions of sustainability)?
yes [☒] no [☐]
- * Does it use local resources (human and material) to support the development?
yes [☒] no [☐]

- * Does it maximise accessibility, paying particular attention to the importance of walking, cycling and public transport as the top three (in that order) sustainable modes of transport?
yes [☒] no [☐]
- * Does it maximise accessibility to work places so as to increase the number and range of jobs within reasonable distance of the site (and help to reduce unemployment)?
yes [☒] no [☐]
- * Does it contain the right ingredients to trigger and encourage a reduction in car dependency?
yes [☒] no [☐]

International Benchmarking

Our submission has been benchmarked against a selection of leading European sustainable development projects. The criteria used are those set out in "European sustainable cities" (EU, 1996) which are based on the UK Local Government Management Board's "Framework for local sustainability".

- * Environmental limits: the importance of reducing the size of our "ecological footprint" and not breaching the carrying capacity of local, regional or global environments.
- * Demand management: the importance of policies that manage (reduce or re-direct) certain demands rather than meet them. This is of particular importance in transport.
- * Environmental efficiency: the importance of achieving maximum benefit for each unit of resources used and waste produced.

- * Welfare efficiency: the importance of achieving the greatest human benefit for everyone from each unit of economic activity.
- * Equity: the importance of equitable distribution of wealth which is closely linked to social inclusivity. Equity for people now living must accompany sustainability's concern for equity for future generations. In other words social solidarity is an important principle for sustainability as recognised by the Brundtland Report (World Commission on Environment and Development, 1987, page 43).

The projects against which we have benchmarked our 'Osbalwick Fields' submission are:

1. The 15 "eco-municipalities" in Sweden
2. Waste management in Helsingør in Denmark
3. The management of water in Marne la Vallée, France
4. Interconnected nature areas in Aarhus, Denmark
5. Aspö City Farm, Skövde, Sweden
6. Integrated distribution of energy, gas and water, Brescia, Italy
7. Development of renewable energy sources, Mallow, Ireland
8. Bioclimatic architecture, Sikies, Greece
9. Redevelopment of old colliery sites, Emscher Park, Germany
10. Integrated traffic plan, Copenhagen, Denmark
11. Integrated traffic policy, Freiburg, Germany
12. Reduced car dependency in Bremen, Germany and Kuopio, Finland
13. Bicycle policy in Erlangen, Netherlands
14. Ecological development principles, Breda, Netherlands
15. Ecolonia, Alphen aan den Rijn, Netherlands
16. 50% reduction in energy use, Toflund, Denmark (population 4,000)
17. Growing organic food, Arnhem, Netherlands
18. Environmentally friendly municipal nursery, Fredericia, Denmark

19. Environmentally friendly construction, Basel, Switzerland
20. Attractive district for sustainable lifestyles, Örebro, Sweden

The links between these project successes and the Aire Design Team's submission for 'Osbalwick Fields' can be found in the following features of the masterplan:

1. Green space, water features, compact development
2. Facilities for waste recycling in the 'Village Centre'
3. Water features, management of surface water run-off
4. Links with local nature reserves and green spaces
5. Greenhouses on the 'main street' and within the centre
6. Village Company and collective purchase of utilities
7. Use of solar energy for hot water, but photovoltaics allowed for
8. Orientation of housing, solar gain, planting and microclimate
9. Integrated housing, transport, social and employment strategy
10. Transport plan, car-sharing, walking and cycling strategy
11. Improved bus services
12. Car-sharing
13. Safe routes to school and cycle planning
14. Use of rainwater, green corridors, axis-based development
15. Housing design, traffic reduction, mixed use
16. Integrated strategy to reduce energy consumption
17. Allotments, greenhouses in 'main street'
18. Allotments, greenhouses
19. Environmentally friendly materials, avoidance of toxic / dangerous substances
20. High ecological standards, half the usual car parking places. Short distances to destinations.

The Aire Design Team place the sustainability of their proposals at the top of the scale of endeavour, alongside robustness of urban space and improvements in architectural design and procurement

5.3 Planted Towns

This text is omitted from this documentation.

5.4 The operation of the 'Village Company'

Introduction

In the search for the creation of desirable development at a cost that all sectors of the community can afford and prosper from, an innovative approach has been developed for 'Osbalwick Fields'. There is however background experience in the approach which the Aire Design Team are developing in particular ways for other projects.

The 'Osbalwick Fields' model however is uniquely shaped to suit the circumstances pertaining in this competition.

New communities are being constructed by the private and public sectors, but very few combine both, and in nearly all cases proper provision of retail and community services are poor. This leads to a feeling of many people not being part of the community and relations with other existing communities often lead to an 'us and them' scenario.

This paper sets out how a 'Private Village' can provide houses and services for all sectors of the market which can include the surrounding existing communities.

Concept

This concept is not entirely new. When George Cadbury set up his factory in Bournville on the south side of Birmingham at the turn of the 20th Century, he realised that the provision of good housing and services were an integral part of making the business a success. The Bournville village became such a success that the Bournville Village Trust have become an independent social landlord and private estate organisation. Residents of all sectors find the village administered by BVT a desirable place in which to live and

work, and the private houses have a higher resale value than in the surrounding areas.

The innovative approach being considered builds on these principals and extends the ethos of owning or renting and in both cases belonging to a community. By making every 'villager' a shareholder of the village we can create a desirable environment that can lead to more employment, lower crime rates and increased services for everyone, including the existing communities adjacent to the new village.

Method

As a model, a village site has been identified for development and the development and design team sets up a Village Company. The dwellings can be all privately owned or rented (social or market) or a combination of both. The 'Village Co' will retain let us say 10% of the value of each dwelling for the running and maintenance of the village.

The local authority will not adopt any of the infrastructure within the village.

This enables the village to negotiate its own bulk fuels supplies, maintain and operate its green and open spaces, its own roads, street lighting, CCTV, IT and commercial services.

Each 'villager' is a shareholder of the Village Company and has a vote in all decisions made on behalf of the village.

The infrastructure is installed as a private system; boundary meters for electricity, gas, water and telecoms/IT are fitted as detailed in diagram 1. Private metering is installed in each property and is remotely read via the Village Company which will be located in the 'electronic' Village Hall. Up to 25% savings will be achieved for each utility.

A digital TV and phone system will be installed in each dwelling linked with the village Intranet site. There will be an interactive TV channel that provides every householder with access to the Intranet and the Internet. The Intranet will fulfil local learning functions and will also attract advertisers. Line use on the Internet will complement the income to the Village Company.

This service can be easily extended to the surrounding settlements, which provides more income and gives advantages to the neighbours of the new village.

Costs

To provide a cost guide a Village of 500 dwellings (a critical minimum) is used as an example.

Distribution Costs							
Conventional			Private Multi utility installation for 'Village Company'				
	£ per plot	x 500 units	£ per plot	x 500 units			
Electricity	300	150,000	280	140,000			
Gas	300	150,000	280	140,000			
Water	600	30,000	280	140,000			
Drainage	350	175,000	280	140,000			
Telecoms	400	200,000	280	140,000			
Cable T/V	100	50,000	280	140,000			
Roads	4000	2,000,000	4000	2,000,000			
IT/Intranet	500	250,000					
Utility Expenditure							
Conventional			Village Co. (bulk supplies)				
Average annual usage £			Average annual usage £			% savings	£ savings
		x 500 units		x 500 units			
Electricity	300	150,000	Electricity	250	125,000	10%	12,500
Gas	300	150,000	Gas	50	25,000	10%	2,500
Water	250	125,000	Water	250	125,000	5%	6,250
Telecoms	300	150,000	Telecoms	350	175,000	10%	17,500
Cable T/V	120	60,000	Cable T/V	120	60,000	5%	3,000
Total	1270	635,000	Total	1020	510,000	Total	41,750
The Intranet/Internet will create a further estimated minimum revenue stream of £20k per annum making a total minimum revenue of £61,750.							

5.5 Community Development Strategy

'Osballdwick Fields' has been designed as an holistic village which will create a place to work and live. The vision is of an urban village which values every member of the community and encourages them to reach their full potential. The needs of everyone have been catered for, from birth to old age and frailty. Special needs are integral to the plans because our strategy encourages every individual to be as active a citizen as they desire.

Working within the given framework in Osballdwick has been satisfactory at this stage and we have been encouraged by the lively participation of individuals and groups, but during the implementation stage we would have a very dynamic process of involvement as well as consultation.

From the outset we would want, as a fundamental part of the masterplanning evolution, a strategy for social, economic and cultural community development and this would be an integral part of the construction and stewardship of the new millennium urban village. It would be innovative and exciting to run a two pronged initiative to involve the surrounding areas' residents as well as the new residents of 'Osballdwick Fields' with pre-allocation of tenants and residents where possible. Where this is not possible, tenants and residents would be approached, welcomed and encouraged to become involved in the community from day one of their residency.

Existing Local Facilities

The strategy would also include the local facilities users i.e. the existing Burnholme College and local schools would be supported and encouraged to work towards encouraging students, existing parents and new residents to start new initiatives, and extend social gatherings. Local child-care and facilities for children from babies, through to children attending 'after school clubs', 'homework clubs', through to

modern facilities for teenagers would be built and sustained through a community involvement strategy. A community run nursery, parent and toddler clubs, creche facilities with a philosophy and ethos would encourage parents and grandparents to participate in activities and would promote social interaction between age groups.

The existing community facilities in the area are well used and integration with the new millennium community would be encouraged, where appropriate linking as a mentor to new community facilities. The Parish Council and established voluntary sector providers and community groups could also provide mentoring to establish new groups for social activities and issues of community care within the new homes. This increased participation in democratic structures can only augur well for the health and wellbeing of, not only 'Osballdwick Fields', but of the existing communities. The proposed shared facilities linking each area would encourage informal social and formal interaction.

Youth Councils

Part of extending democracy must be ensuring that young people, below voting age, have power within the community. The schools, colleges and Parish Council can play an important part in working with young people. Our strategy could also play a role by holding special 'youth fun days', gathering opinions and consulting young people in a way that appeals to them rather than 'meetings' and hierarchical ways of involvement.

The Youth Strategy would act as a catalyst for action within the whole area and extend to joint initiatives throughout the City of York and beyond, eventually shadowing regional democracy.

The progressive way the City of York Council is encouraging the new agenda around modernising Local Government and local democracy is a window of opportunity to link the villagers community aspirations to the York Community Plan and the City Council's endeavours.

Safer Street Initiatives

The design and planning of 'Osballdwick Fields' has been a creative process which encourages a real and perceived community safety. 'Neighbourhood Watch' schemes and links to other 'Safer Street' initiatives throughout York from the outset would encourage the Aire Design team's desire for a greater feeling of safety and integration throughout the area.

Social Regeneration leads to Community Economic Regeneration

The outline above is the beginning of social regeneration in the whole area which will inspire confidence amongst present residents and integration with new. It will also lead to a more vibrant society which will encourage cultural activities and community economic development. This integrated approach assures new patterns of behaviour towards more economic and environmentally attractive approaches to living.

Tenants and Residents Associations

Part of our strategy would be a Tenants and Residents Association (integral with the Village Company) with strong links established to a network of York Tenants and linked to a neighbourhood agreement. It is known that the Joseph Rowntree Housing Trust, the majority of Registered Social Landlords and the City of York Council are interested in having vibrant Residents Associations throughout their housing stock and the 'Osballdwick Fields' tenants and residents could be linked into a network or Federation model. This is also true of the social and economic community development work as it could easily link with the City Council's Active Citizen's projects, community work strategy city wide and initiatives for Best Value.

Accredited training in community work skills, and key skills which are perceived by local employers as transferable skills would also encourage people into community economic projects. A LETS (Local Exchange Trading Systems) which could include a baby sitting circle for monitored and safe

child care arrangements and community enterprises could be initiated as part of the social and community economic strategy.

More ambitious projects like a Credit Union for the whole area including 'Osballdwick Fields' could be encouraged as confidence and community skills grow.

Information is key to involvement and constant updates through local newsletters would be integral to the community development strategy. In addition to the Electronic Village Hall being linked to each house, it could be linked to the growing CIN (Community Information Networks) throughout the UK.

The Village Company

An inclusive community is sustainable, but it needs new impetus from the present decision makers and those who hold power. It needs neighbourhood based governance which encourages inclusiveness and participation and funding which will sustain it.

The structure we propose, the Village Company, is based on the premise that 'Osballdwick Fields' is an urban village encouraging sound economics, sharing and commitment to community values and learning, where individuals and groups have a sense of place which extends beyond pride in their home and the City of York, but is global.

It is important that community development work is not seen as 'sentimental' but is rooted in ownership of assets and has the potential to resource self financing community initiatives as part of an 'active citizen and extending democracy programme', which encourages real empowerment to take part in decision making. This is not an easy pathway, but immensely worthwhile and absolutely essential if we are to build a new and sustainable community in Osballdwick.

5.6 Projected Project Costs and Values - Summary of Costs

		Area	Rate £/m2	Total £
Communal and Commercial				
Market Square		3,000 m2	120.00	360,000
Village Green and Pond		2,000 m2	56.00	112,000
Village Hall and Community Care		1,650 m2	650.00	1,072,500
Nursery School		1,500 m2	720.00	1,080,000
After School Hours Club		250 m2	720.00	180,000
Youth Centre		850 m2	680.00	578,000
Centre for MENCAP		5,000 m2	890.00	4,450,000
Horticultural Units		2,000 m2	180.00	360,000
Outdoor Play Centre		700 m2	90.00	63,000
Garden Centre		1,500 m2	280.00	420,000
Waste Collection and Sorting Centre		600 m2	560.00	336,000
Flexible Workshops		5,000 m2	480.00	2,400,000
Convenience Store and Post Office (shell only)		700 m2	460.00	322,000
Pub & Restaurant (shell only)		300 m2	520.00	156,000
Surgery & Pharmacy (flats above taken separately)		500 m2	480.00	240,000
Elderly and Frail Elderly Hotel		5,000 m2	1,800.00	9,000,000
Car Park (140 cars)		3,000 m2	32.00	96,000
Cycle Parks - covered (100 bicycles)		100 m2	280.00	28,000
Total for Communal and Commercial				£21,253,500
Other Facilities - Sports Hall				
Dry Sports Hall and Changing Facilities		775 m2	720.00	558,000
Car park / Access		1,220 m2	42.00	51,200
				609,200
Toddlers Play Hall				
Hall 490 m2		560,00	274,400	
Car park / Access		1,500 m2	42.00	63,000
				337,400
Bowling Green				
Pavilion		180 m2	720.00	129,600
Bowling Green & Perimeter Path		1,600 m2	18.00	28,800
Car park / Access		620 m2	42.00	26,000
Total for other Facilities				184,400
				£1,131,000
Residential				
Loft apartments in low & medium rise blocks	1 bed	85 nr	36,200.00	3,077,000
	2 bed	53 nr	42,400.00	2,247,200
	3 bed	42 nr	47,000.00	1,974,000
				7,298,200
Bungalows	1 bed	10 nr	41,000.00	410,000
	2 bed	27 nr	46,000.00	1,242,000
				1,652,000
Houses	2 bedroom link two storey	100 nr	38,000.00	3,800,000
	3 bedroom link two storey	154 nr	48,500.00	7,469,000
	4 bedroom link two storey	59 nr	81,000.00	4,779,000
				16,048,000
Total for Residential				£24,998,200

Summary of Costs	Area	Rate £/m2	Total £
Site Infrastructure			
Primary Roads	2,630 m2	96.00	252,000
Secondary Roads	18,650 m2	44.00	820,600
Secondary Access Roads, Car Parking, paths and paved areas	5,860 m2	38.00	222,700
Primary services distribution (water, grey water, electricity, communications, drainage)	4,435 m2	105.00	465,700
Car Barns (35 nr)	7,750 m2	356.00	2,759,000
Perimeter pathway	6,280 m2	45.00	282,600
Other footpaths	1,070 m2	34.00	36,400
Allotments	1,340 m2	60.00	80,400
Gardens - soiling, seeding and preparation	32,240 m2	8.00	257,900
Hard Landscaping	7,520 m2	42.00	315,800
Landscaping - northern perimeter tree belt planting	18,800 m2	16.00	300,800
Landscaping - western open grasslands & pitches	19,700 m2	12.00	236,400
Landscaping - southern wetlands excluding lakes	21,570 m2	18.00	388,300
Landscaping - eastern areas	18,830 m2	12.00	226,000
Landscaping - balance of areas	1,500 m2	36.00	54,000
Lakes and reed beds	9,030 m2	60.00	541,800
Primary sewage treatment works	1 nr	400,000.00	400,000
Total for Site Infrastructure			£7,640,900
Other Works Items			
Site clearance and demolitions	Item		200,000
Off site primary feeder road	9,620 m2	135.00	1,298,700
Road junctions	2 nr	40,000.00	80,000
Off site road improvements and traffic modifications	item		200,000
Acquisition of properties affected by infrastructure	item		150,000
Diversion underground of existing overhead cables	item		2,500,000
Reaction and improvement of existing hedgerows	item		60,000
Ground improvements by land drainage	32,240 m2	4.00	129,000
Total of Other Works Item			£4,617,700
Other Items			
Profession fees and expenses			4,771,000
Legal fees, site costs etc			250,000
Planning and building regulation fees			120,000
General contingencies			1,193,000
Total of Other Works Items			£6,334,000
Total Construction Costs (Rounded)			£65,975,000

NB costs include for full cost of underground diversion of electricity overhead mains cables. These costs have been prepared by DLE on behalf of the Aire Design Team.

5.7 Strategic Engineering Matters

Introduction

The development of a site such as 'Osbalwick Fields' requires the consideration of many engineering and associated matters. The notes which follow consider those which are strategically critical to the site.

Ground Conditions

Although no data is available specifically for the site, the area appears to be generally overlain by poorly drained clay based materials with small areas of more granular materials in the south. These conditions have a significant influence on elements such as foundations and below ground drainage.

The completion of a comprehensive and detailed sub-soil investigation should form a key element of the development of the next stage of the Masterplan.

Substructures

The development of foundation options, whilst maintaining full considerations of sustainability, is particularly significant.

If concrete ground floor slabs are to be utilised, raft foundations may prove to be the most appropriate, whereas shallow strip foundations are more appropriate for timber ground floor constructions. The use of pre-cast concrete elements for foundations will also be considered. Such constructions may however not be appropriate under the prevailing ground conditions due to poor upper level materials and seasonal movements.

Deep strip foundations are often considered the most appropriate, on economic grounds, down to depths of 3.0 metres. They do however generate large volumes of excavated material and require large volumes of concrete.

Piled solutions, particularly those utilising displacement techniques reduce these volumes and are therefore worthy of detailed consideration.

The need for a detailed sub-soil investigation is clear.

Superstructure

Aire Design have developed a series of proposals for flexible pre-fabricated modules for cost effective housing construction with zero defects. Application of modern structural design and modelling techniques assist in allowing these modules to be fabricated and constructed in a cost-effective manner.

Drainage

The hydrology of the site and the adjacent catchment area indicates that disposal of rainwater is critical with localised flooding occurring even before development. As the ground conditions are based on poorly drained clay based materials, the utilisation of soak-aways to accommodate increased local run off appears not to be a practical solution. Surface water storage will therefore be considered. Although essentially flat, the site does slope down from the north, with a more significant local drop in the area of the Beck. Surface water storage would therefore be located close to the south boundary of the site.

Storage volumes for the site are substantial, whilst it is necessary to maintain a dedicated capacity to allow for such storage, detailed modelling will allow retention of maximum volumes of rainwater for other uses.

The need for a detailed subsoil investigation at an early stage of the masterplanning exercise is again clear.

5.8 Key Drawings and texts

The five sets of Principal Characteristics of the Project

set one: the local

- * Respect for the surrounding communities and their environments
- * No car access to the new community from the surrounding streets
- * Carefully designed thresholds between the three surrounding communities and the fourth community with facilities for all
- * Eight hectares of green and open space
- * Clear connections for pedestrians and cycles linking the new community into its hinterland
- * Re-use of the disused railway line for pedestrian, cycle and bus access from the west
- * Re-use of the disused railway line for pedestrian, cycle, bus and vehicular access from the east. This will include all construction traffic
- * Extensive under grounding of the electrical cables
- * Forms of off-site construction that will reduce the noise nuisance to the surrounding and new community

set two: the global

- * Adoption of best practice in terms of sustainability
- * Adoption of Government policies as far as sustainability, density and transportation are concerned
- * Mixed and community uses at the centre 'Osbalwick Fields'
- * Ambitious energy conservation targets for all processes and buildings
- * Zero CO₂ and other greenhouse gases or generated at the lowest possible levels

set three: the social

- * Local democracy as the vehicle to underpin the operation of planning, development and long-term stewardship
- * An entire mechanism for social inclusion. Comprehensive suitability for disabled use
- * Three main buildings in the Market Square – the three 'sisters' of Osbaldwick – representing the interests of the whole village at its centre, those of the young to the west and those of the elderly to the east
- * Training and employment have been given priority consideration with the potential creation of 270 non-construction, long term jobs
- * Safety and security at the heart of all planning
- * Affordable housing at the core of the initiative and therefore of our design, without however excluding a proportion of larger dwellings
- * Adoption of transportation thinking that will reduce the dependency on the car, without excluding it from any area
- * Local facilities and buses within easy walking distance
- * The creation of the whole village as a 'Home Zone' where priority will be given to pedestrians and cyclists
- * The creation of a 'Village Company' that will maintain the village, act on behalf of the residents and which will take on long term stewardship of the community

set four: architecture and landscape

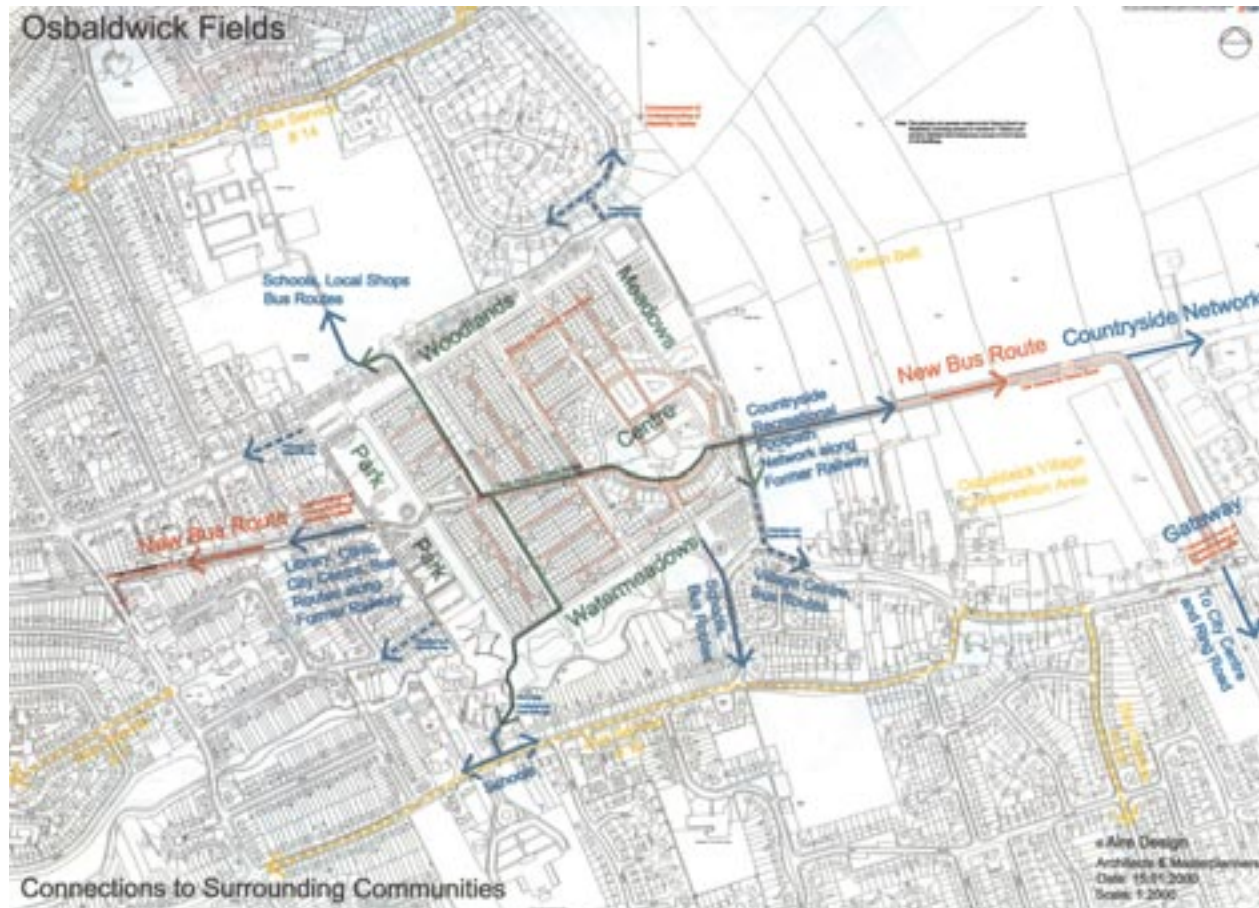
- * Three phases of development that will harmonise housing and non-housing activities to create balanced delivery
- * The building of 530 houses, where 60% will be houses, 7% will be bungalows and 33% will be 'loft' flats or maisonettes with conservatory gardens.
- * To therefore build at a density of 24 dwellings per hectare for the whole site of 21.7 hectares and at 45 dwellings per hectare for the 11.7 hectares of land used for the housing

- * A robust public realm of 'hard' and 'soft' spaces including a Market Square, a Central Park and a Village Green
- * Consumer conscious housing design offering the best of the traditional 'handsome' house with the advantages of contemporary technical potential
- * A 'boardwalk' surrounding the village from where the diversity of the streets and buildings, and the diversity of the landscape on its other side can be experienced
- * Cars stored in secure 'Carbarns' in order to create flexibility of use and a prioritisation for pedestrians. Visitor parking can be outside residents' doors
- * Advanced best practice benchmarks for design, construction and stewardship practices
- * The specification of sustainable materials from renewable sources
- * Innovative utilities giving residents clear advantages
- * The utilisation of local suppliers and materials
- * Subject to technological progress, to modify the development over time to generate energy in order to balance the energy consumed

set five: the commitment

- * A clear Vision for a sustainable new community, but these ideas are preliminary and are in no sense closed to future dialogue and participation by all interested parties
- * An integrated consultant team with complementary skills, there is an openness in the Aire Design Team to shape the evolution of the masterplan and the development based on participation by the four communities
- * To embark on a period of design and innovation at all levels which seeks to de-mystify all matters of urban design, architecture, technology and construction
- * To set out to create 'fields between hedgerows' which will leave a positive and lasting legacy for our successors

Doug Clelland, Aire Design



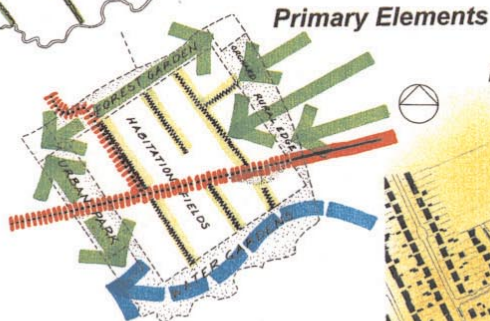


Osbaldwick Fields



Treasures

The new village landscape should evolve over time, fuelled by the energy of those who play a part in its shaping. A healthy landscape is constantly changing and we therefore wish to avoid the creation of a 'frozen state' landscape design to be defended against subsequent criticism and/or change. The community involvement process will therefore build on the fundamental principles (see below left), in finalising a long term landscape strategy which will enable the open spaces both to serve the first wave of new inhabitants and, thereafter, be adapted over time as subsequent generations of inhabitants pass through.

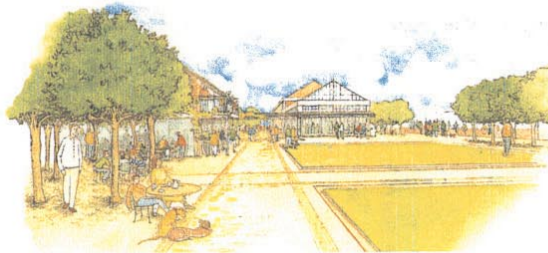


Primary Elements

Personality

The **Primary Elements** of a responsive masterplan are firmly rooted in the map of **Treasures**, which have been identified for us by the community in early discussions and ratified by our own observations. This affords the site landscape its proper status of 'parent' to the development rather than cosmetic afterthought.

The final 'complexion' of the masterplan will determine its **Personality** and will be the means by which residents and visitors remember it in whole or in parts. The complexion may change over time but the Primary Elements must endure to ensure the village's integrity and 'self'.



Regular configuration of open space between the new village and the existing housing of Tang Hall has the capacity to provide more formal leisure facilities for both settlements whilst also counteracting the sensation of new development encroaching on old. This land will come under immense development pressure in the longer term for infill. To be able to resist such pressure it must become a highly valued and intensely used 'Park' early in the village's development and retain its value by a management regime of 'perpetual evolution'.

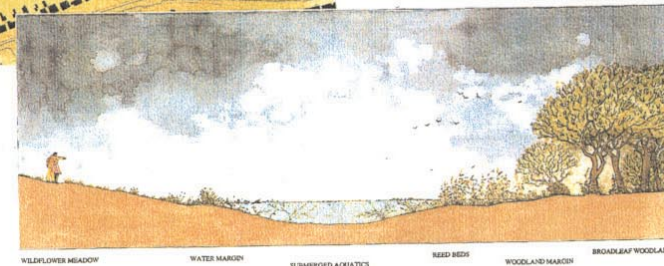


Development of the village stops short of the school playing fields to the north, providing space to establish a woodland ridge, and 'forest garden'. This landscape type is multi-functional, providing a visual backdrop, informal recreation and a productive source of food and biomass. The eastern end could be formalised into an orchard, abutting the green belt, whilst the internal structure of the main wood could follow the forest gardening principles advocated by Robert Hart as follows:

1. Canopy - largest fruit trees and climax woodland species
2. Lower fruit trees and understory woodland species
3. Shrubs
4. Herbaceous
5. Soil surface - prostrate creepers
6. Rhizosphere - vegetables and root layer
7. Vertical - climbing berries and vines



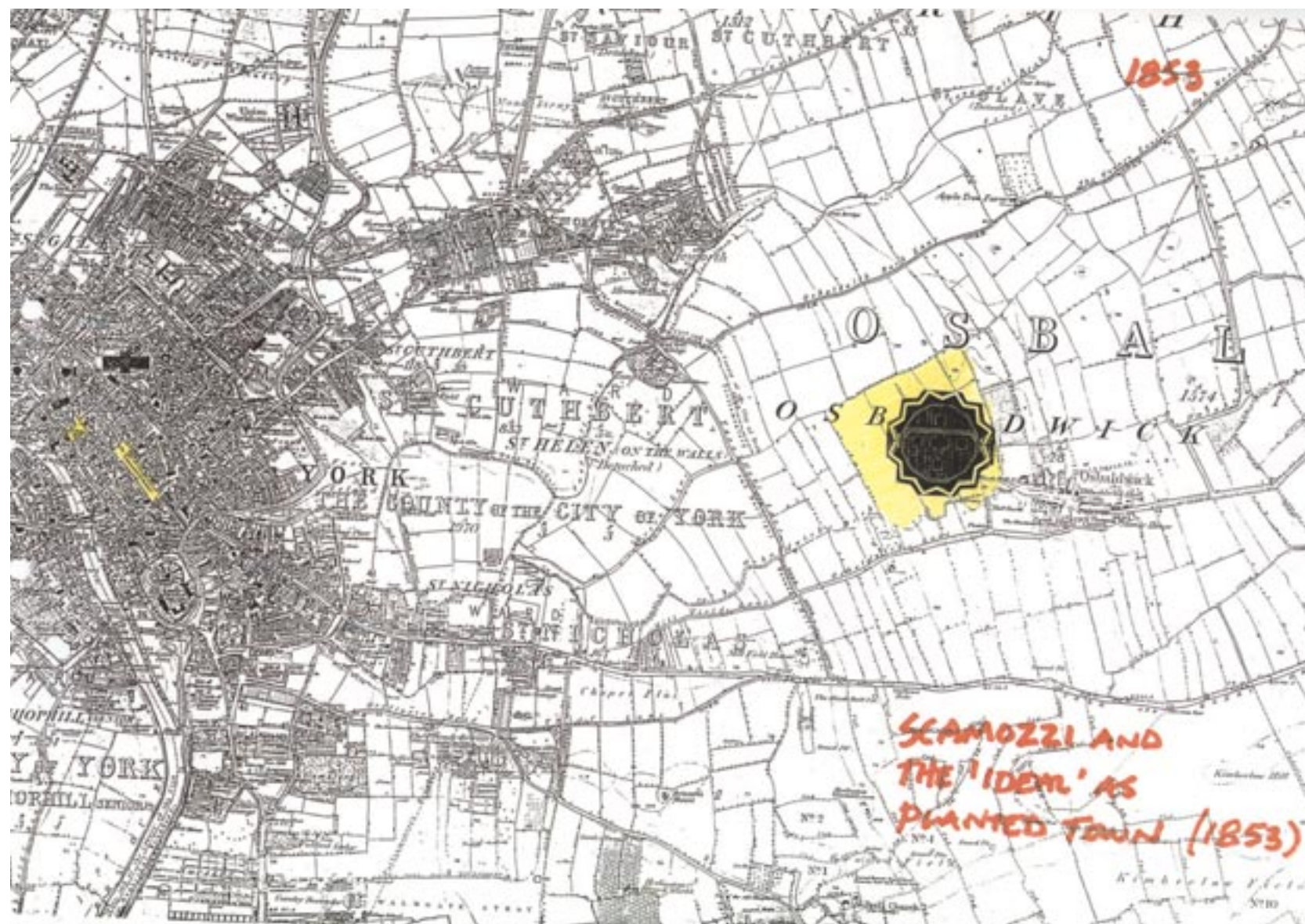
The natural drainage corridor of Osbaldwick Beck can be developed to absorb the rapid run-off surface water from the new development and, at the same time, produce a more varied wild life habitat and informal leisure area for the community. A precious chain of waterside landscapes is opened up, linking the publicly accessible streamside south of Temple Avenue to the quaint, picturesque corridor through Osbaldwick. In this new section the more generous dimensions accommodate a diverse range of habitat and passive recreation opportunities, whilst also providing visual amenity for overlooking houses.



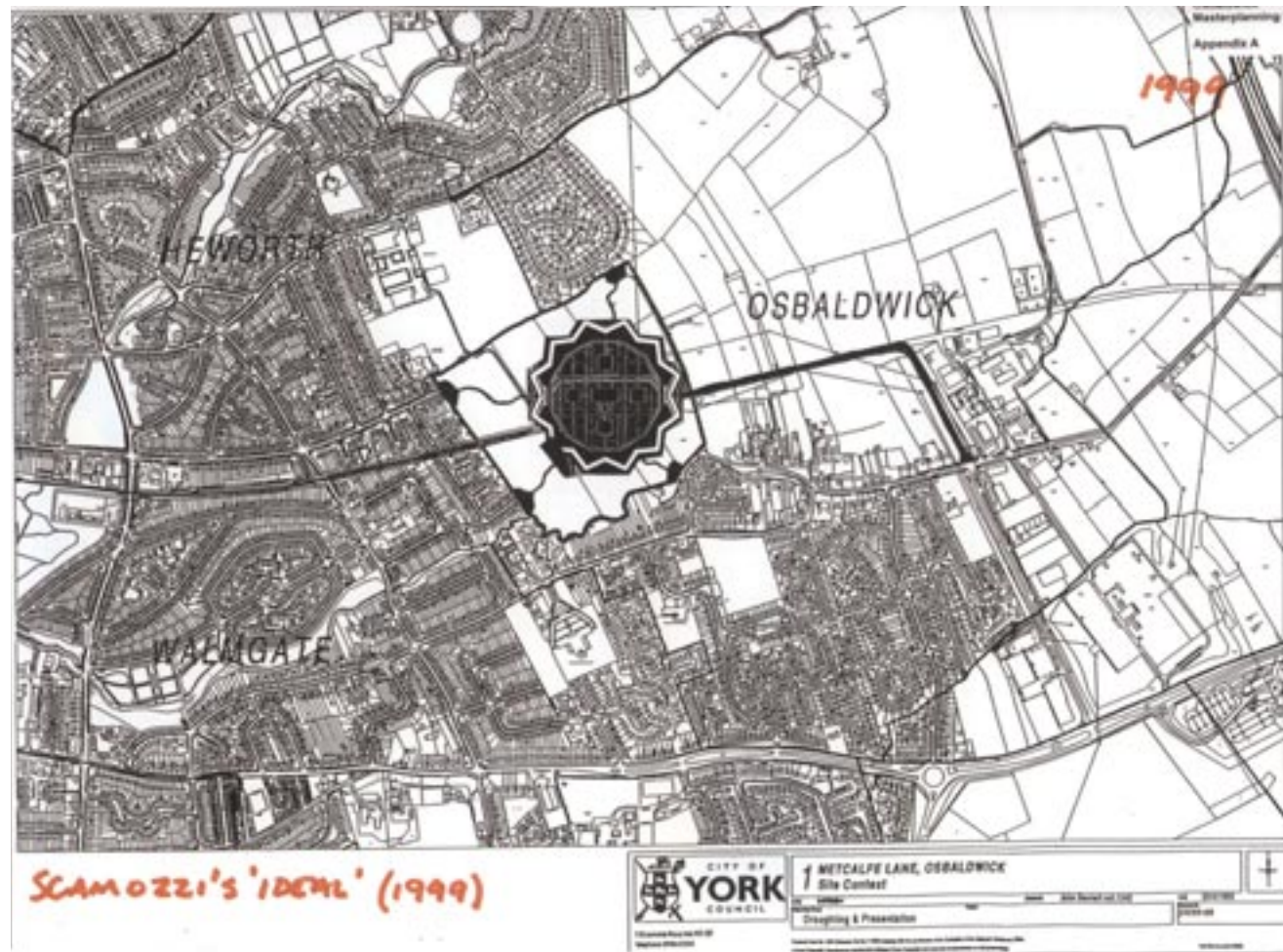
Landscape and Open Space Strategy

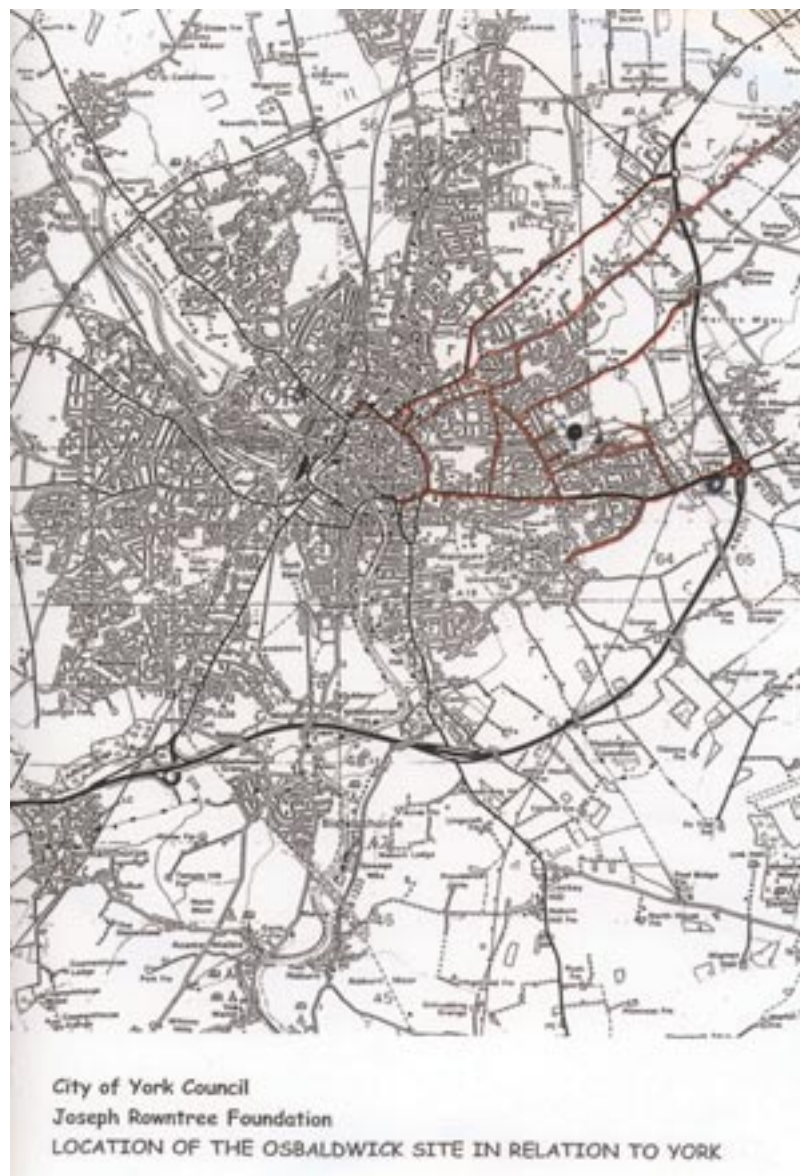
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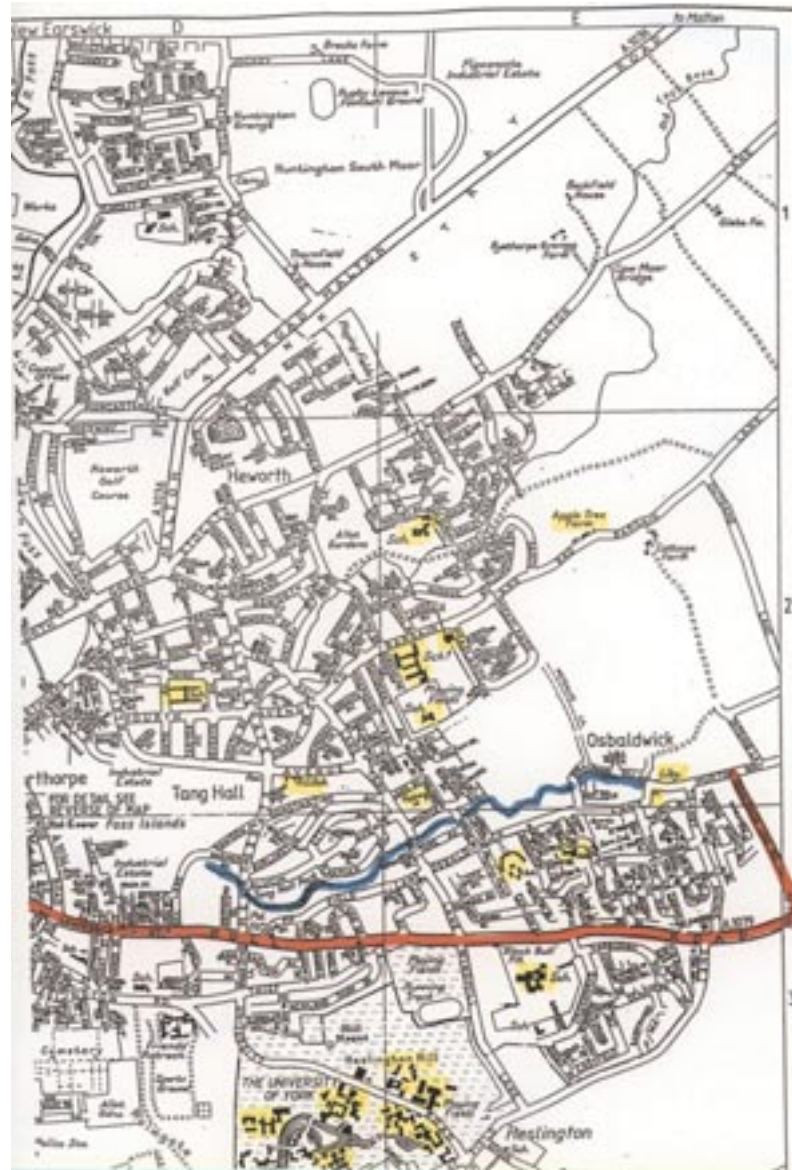




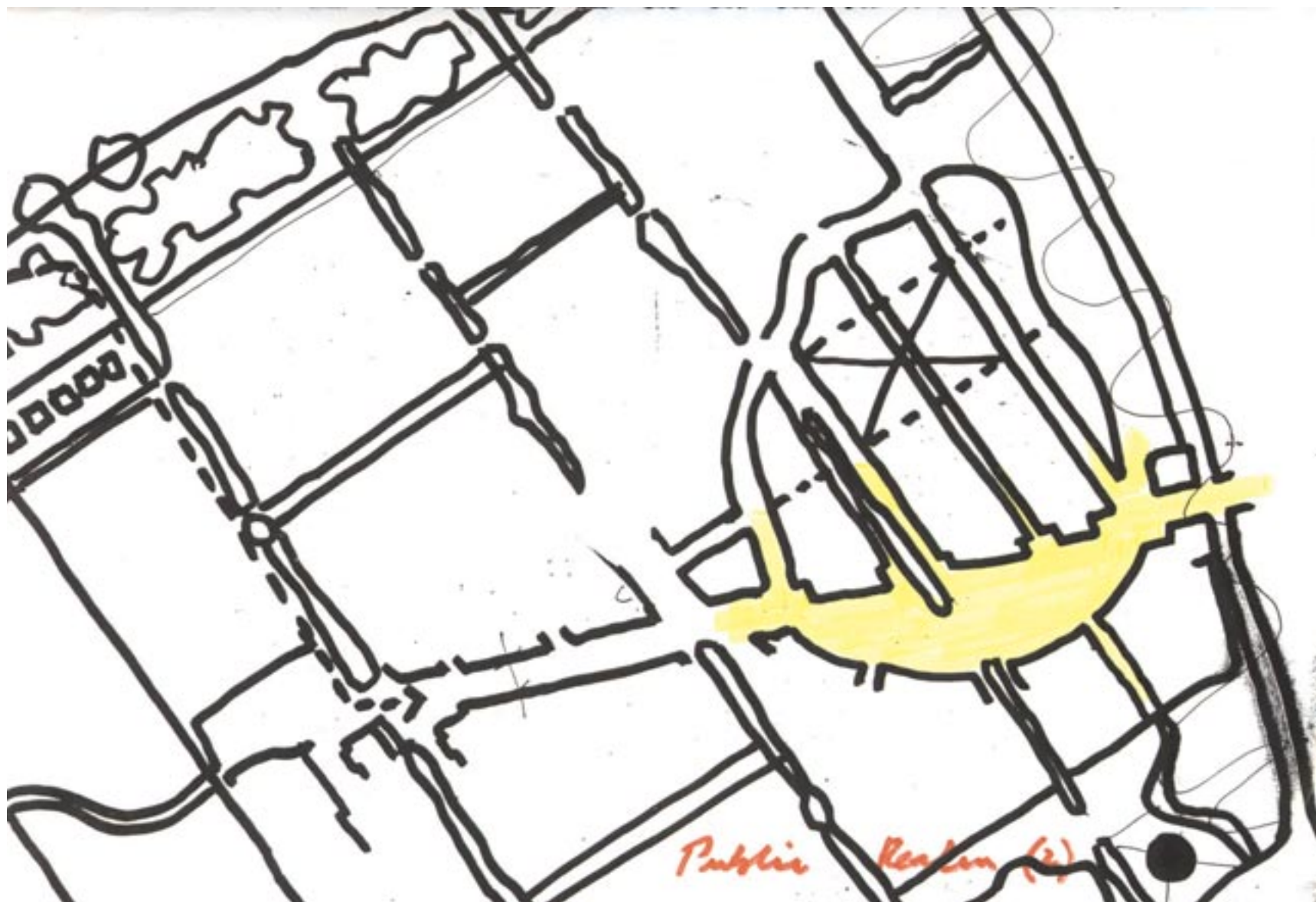






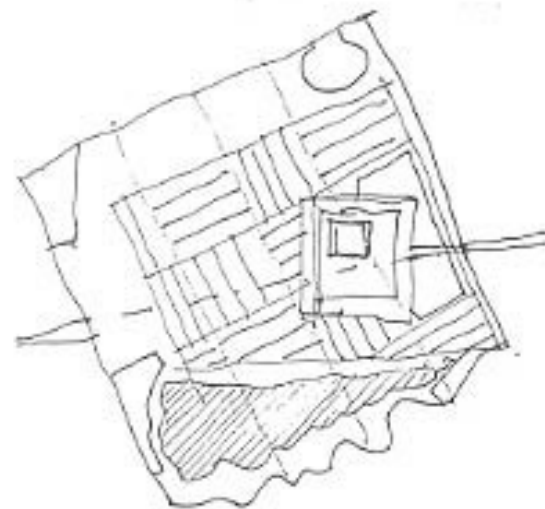
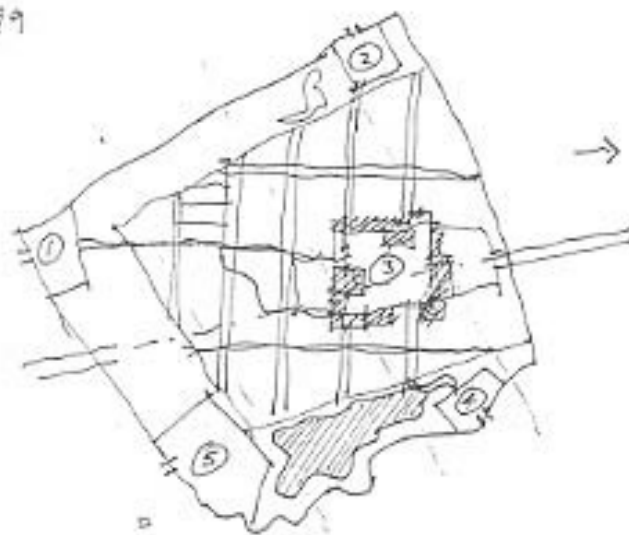






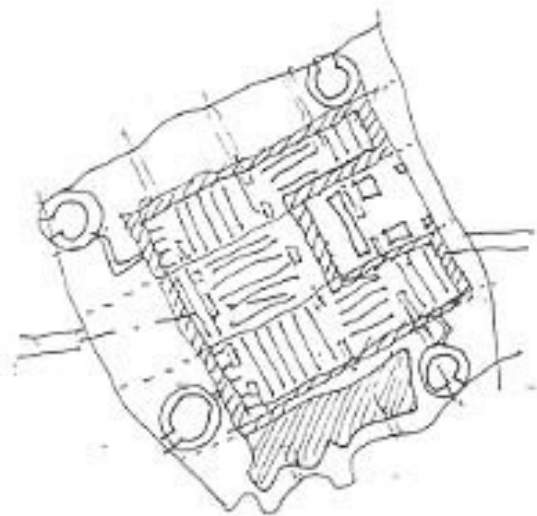
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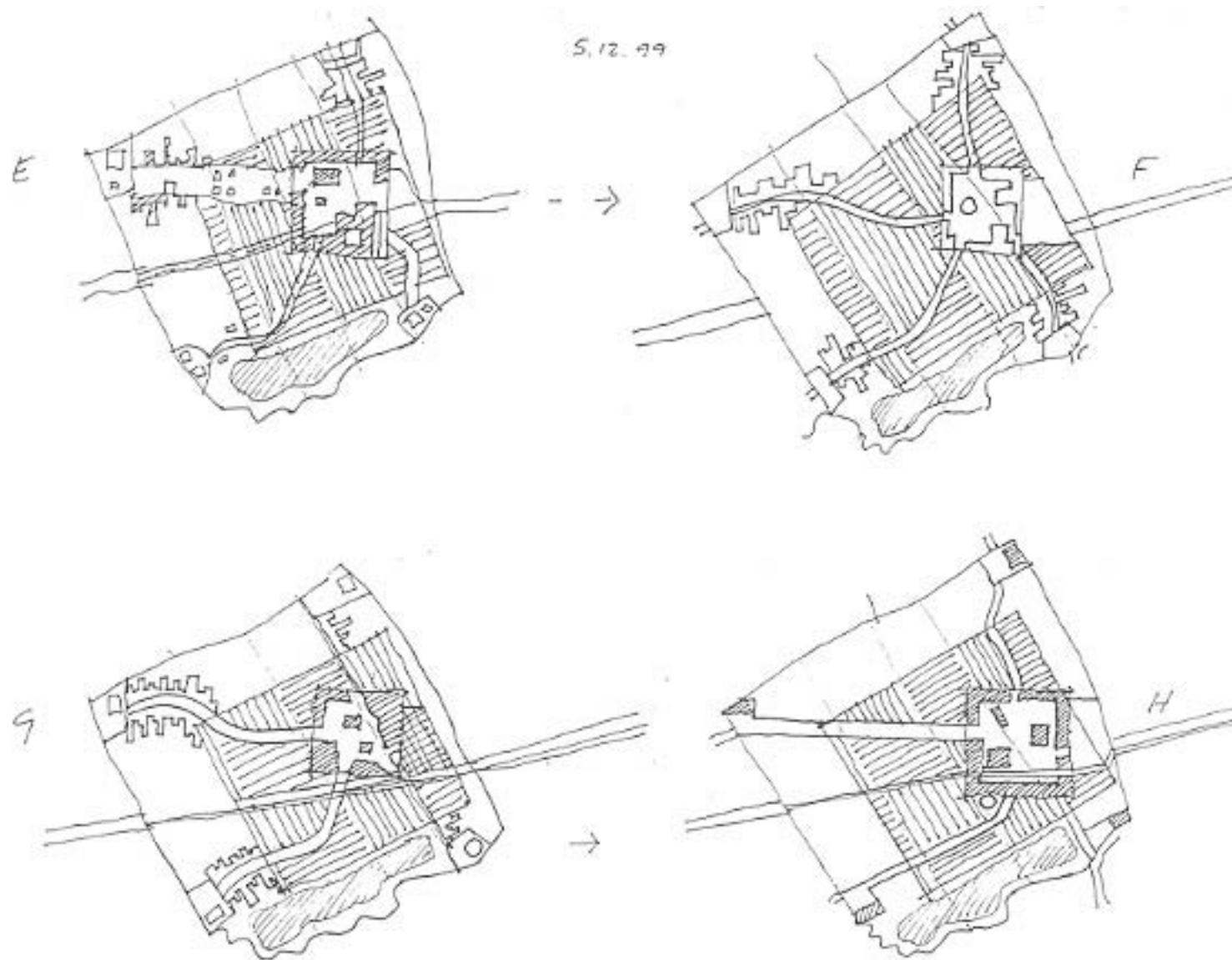
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New Osbaldwick

EDAW Limited



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RIISING TO THE CHALLENGE

Our objective in this submission has been to produce an innovative and sensitive masterplan approach for the land at *Metcalfe Lane, Osbaldwick*. Our submission provides a comprehensive response to the brief issued by the City of York Council and the Joseph Rowntree Housing Trust for the creation of a 'new community' for the 21st Century.

The brief has challenged our team to generate proposals which respond to current and emerging best practice in *urban design, sustainability, affordability, safety and community development*. We have also been challenged to reconcile a broad range of interests and perspectives:

- of the *City of York Council* (CYC) as landowner, and with a wide range of statutory responsibilities, including meeting housing needs
- of the *Joseph Rowntree Foundation* (JRF) as the UK's largest independent social research and development charity and provider of affordable homes, including the pioneering community of New Earswick
- of the *residents of the adjoining communities* of Osbaldwick, Tang Hall, Meadlands who will have a critical role to play in planning the future of the site
- of the *future residents of the area*, who will require provision of and access to affordable housing, jobs and community facilities.

An inclusive approach

Our submission illustrates how we have tackled these challenges. Our approach has been as much about the *process* of balancing these sometimes conflicting interests as about the *product* of a robust masterplan approach.

We have consulted with a wide range of community interests, as well as with public and private sector organisations. We have been open in our discussions with the local communities and this has been fully reciprocated.

A vibrant community

It is almost one hundred years since the foundation of the Garden Village of *New Earswick* by Joseph Rowntree. Many of the principles established at that time influenced the design and development of the Garden Cities of Letchworth and Welwyn. New Earswick, then a 'new community', has evolved; it has become a suburb of the City of York. Our philosophy for Metcalfe Lane borrows from the lessons and experiences of New Earswick and other successful communities.

Our proposals envisage development of 525 new homes, focused on the creation of a new, linear 'wide street' and elongated village green which structure the form of new development and link it with the adjoining communities. These spaces will be animated throughout the day and into the evening with new shops and facilities providing a focus for community activity and interaction.

New provision of shops and other facilities will be limited, designed to complement and support existing provision. Also our proposals retain and enhance the existing network of footpaths and cycle routes and improve linkages between the neighbouring communities. More than 6 hectares of public open space is provided for both passive and active recreation.

Our primary objective has been to create a vibrant and lively 'place' which is physically, socially and economically integrated with the adjoining communities and provides new facilities and public spaces which draw them together. Our approach respects and responds to the individual identities of surrounding neighbourhoods and to the mix of commercial and community facilities which they support. We have not sought to create a wholly 'new community' in the New Earswick sense. Our proposals seek to 'knit together' the existing suburban form.

Innovation and best practice

Our proposals embrace design innovation and the demonstration of leading edge thinking on sustainability through

- creating an environment for pedestrians and cyclists, where the dominance of the car is reduced through the adoption of 'Home Zone' principles
- an absence of through routes for traffic except public transport and emergency vehicles
- a demonstration 'car free' housing project, linked to the provision of enhanced public transport and car sharing facilities
- promoting a mix of housing type and a mix of housing densities, increasing towards the centre of the site
- adopting a range of sustainable housing design initiatives in relation to construction methods, materials, energy efficiency, lifetime flexibility and live/work development
- a development mechanism that will embrace flexibility of choice in tenure and design and allow local neighbourhood management, placing local communities at the very heart of decision-making.

Our proposals are not simply about new development. The scale and location of the Metcalfe Lane site and the active participation of the organisations create much scope to deliver wider social, economic and environmental benefits to the wider area. Tang Hall in particular is an area of disadvantage and exclusion; it is also an area where perceived problems are often worse than the reality. The future management of the area must address these challenges.

This is an important project for the consultant team, and we have endeavoured to demonstrate our commitment to create a unique and special place. We would very much welcome the opportunity to see your Vision and our Vision for Metcalfe Lane become a reality.

DEVELOPMENT OPPORTUNITIES AND CONSTRAINTS

Context

The Metcalfe Lane site extends to 21.7 hectares and lies at the eastern edge of suburban York, surrounded on three sides by the communities of Tang Hall, Meadlands and Osbaldwick. These areas are characterised by post-war houses and bungalows at a low to medium density.

The site is flat but slopes slightly towards *Osbaldwick beck* which marks its southern boundary. An area of open space structured by mature hedgerows and with views into the open countryside to the east, the site was originally known as *Townend Field*. It retains the remains of medieval ridge and furrow ploughing.

The former *Derwent Valley Light Railway* bisects the site from east to west and now forms part of York's Sustrans cyclepath network, linking Osbaldwick with Wigginton Road. A handful of houses lie to the east, accessed by Metcalfe Lane, and the site also contains an electricity sub-station. A 132kv overhead power line also runs east to west through the site.

Footpaths link the southern part of the site with the Meadlands area and the extensive playing fields of *Burnholme Community College*. The southern part of the site follows Osbaldwick Beck which has several mature trees along its course.

In planning policy terms, the site was formerly in the Green Belt but was subsequently removed. It is currently allocated for residential development in the City of York Deposit Draft Local Plan of May 1998. The site was formerly allocated in the Southern Ryedale Deposit Draft Local Plan for

residential development and public open space. City of York Council has recently proposed the extension of the Osbaldwick Conservation Area to include the mature hedgerows along the south eastern boundary of the site.

Development factors

A wide range of existing policy and physical constraints and opportunities will influence the scale and form of future development and the impact on a range of interests. Much of this information has been collated by the client group and presented to the masterplan teams and we have not sought to repeat it here. In heavily summarised form, some of the critical development factors include:

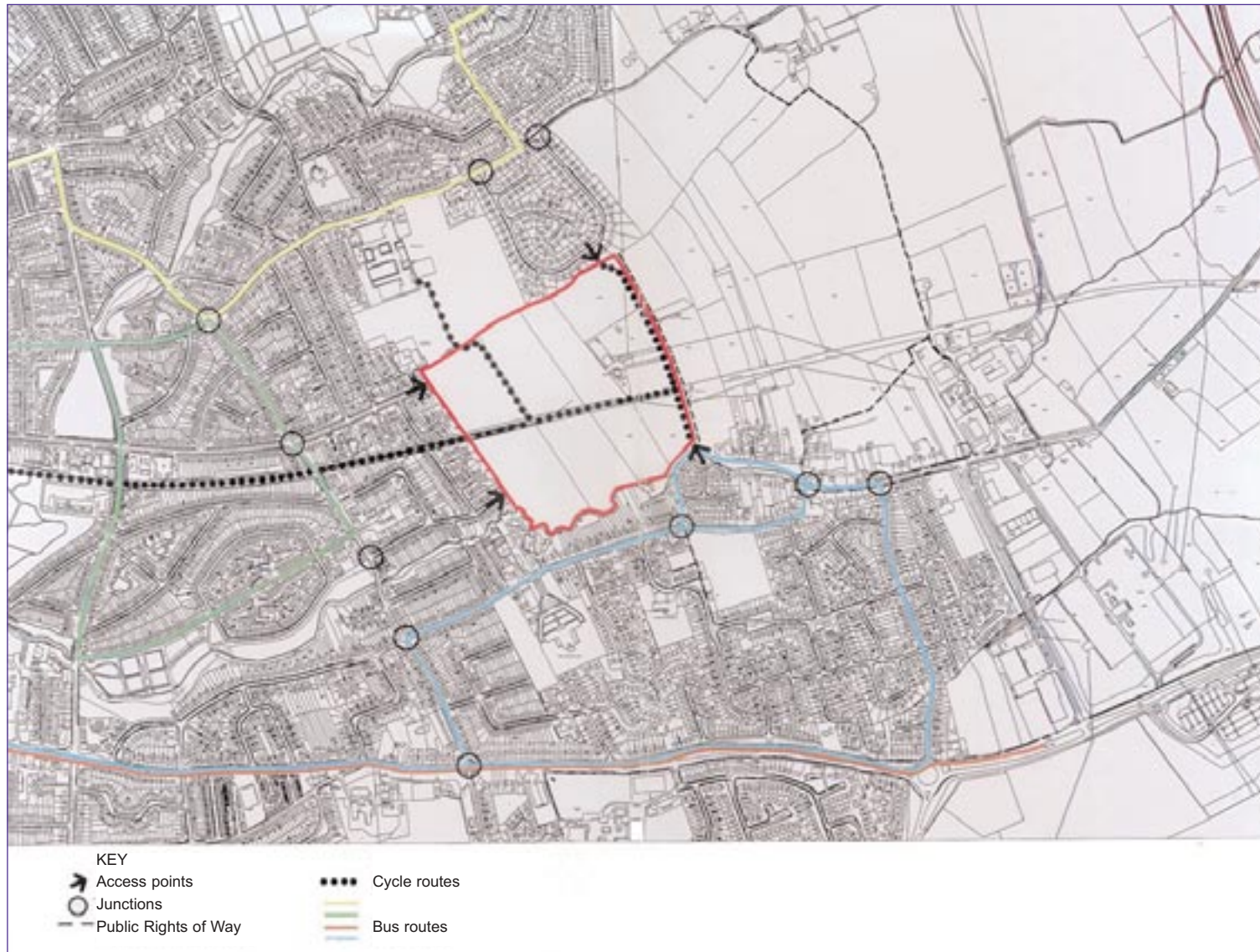
- *limited vehicular access*, currently via Metcalfe Lane and Osbaldwick Lane; additional access opportunities include Meadlands, Fifth Avenue and Temple Avenue but these are all heavily constrained
- the presence of the *132kv overhead power lines* and 132 kv cable under the cyclepath which remain a significant development constraint in actual and perceptual terms; the development proposals outlined in this report assume that they will be relocated underground although negotiations with Northern Electric are ongoing
- some *off-site reinforcement* may be required to upgrade existing gas, telecommunications and mains water provision
- the *archaeological* significance of the site, highlighted above, which may mask evidence of prehistoric and Roman occupation, and should be the subject of more detailed field survey
- an ecological survey highlighted *no evidence of specially protected species* although badgers may use parts of the site occasionally; the potential presence of Water Voles in the vicinity of the beck was also identified

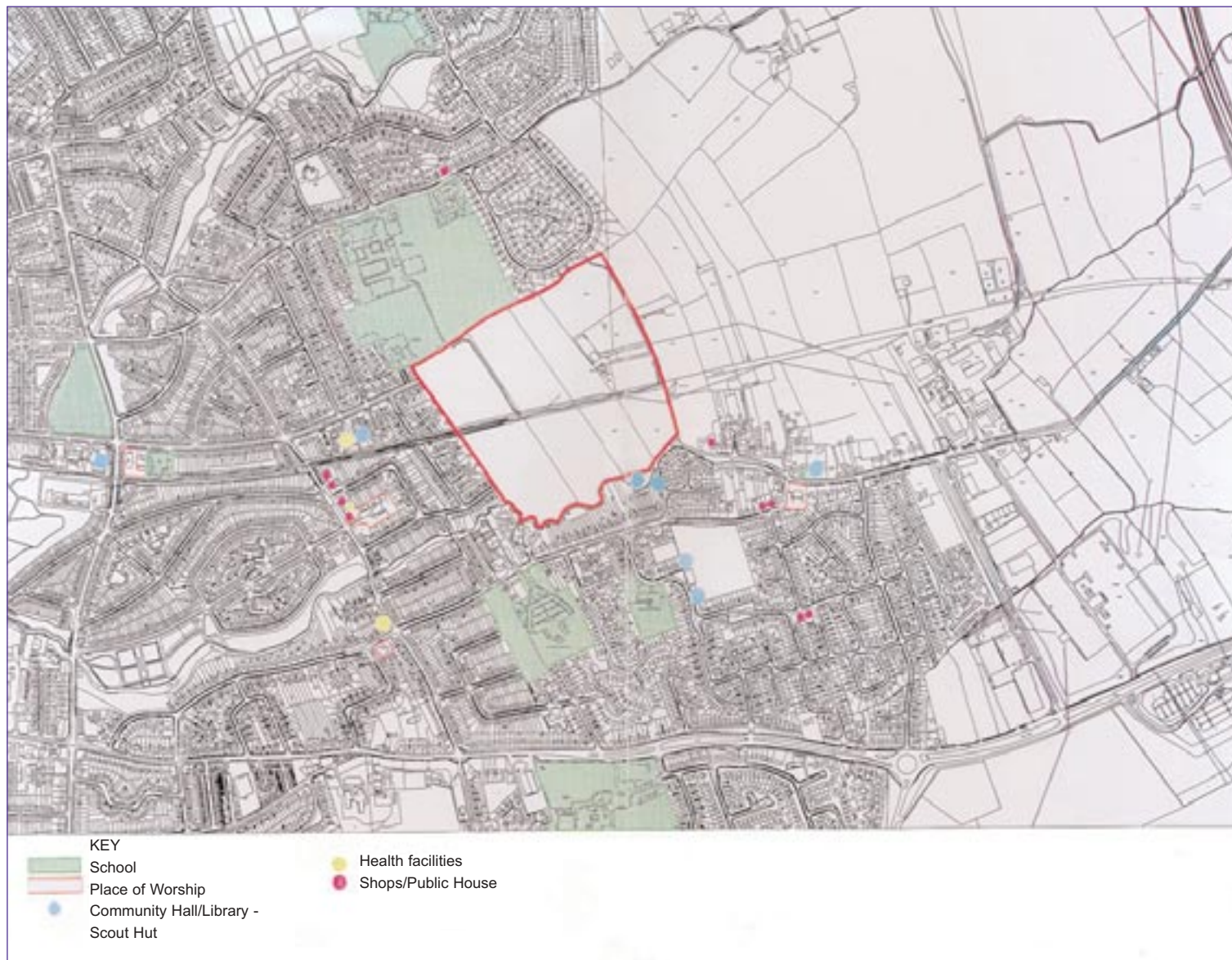
- there is a degree of *flood risk* associated with Osbaldwick beck, a tributary of the River Foss; new development should not exacerbate flooding problems and no additional discharges are likely to be permissible; development would not be permitted within 9 metres of the bank top
- foul water from the site should discharge directly into the Yorkshire Water Pumping Station located to the north of Outgang Lane, Osbaldwick; the existing system may require to be upgraded

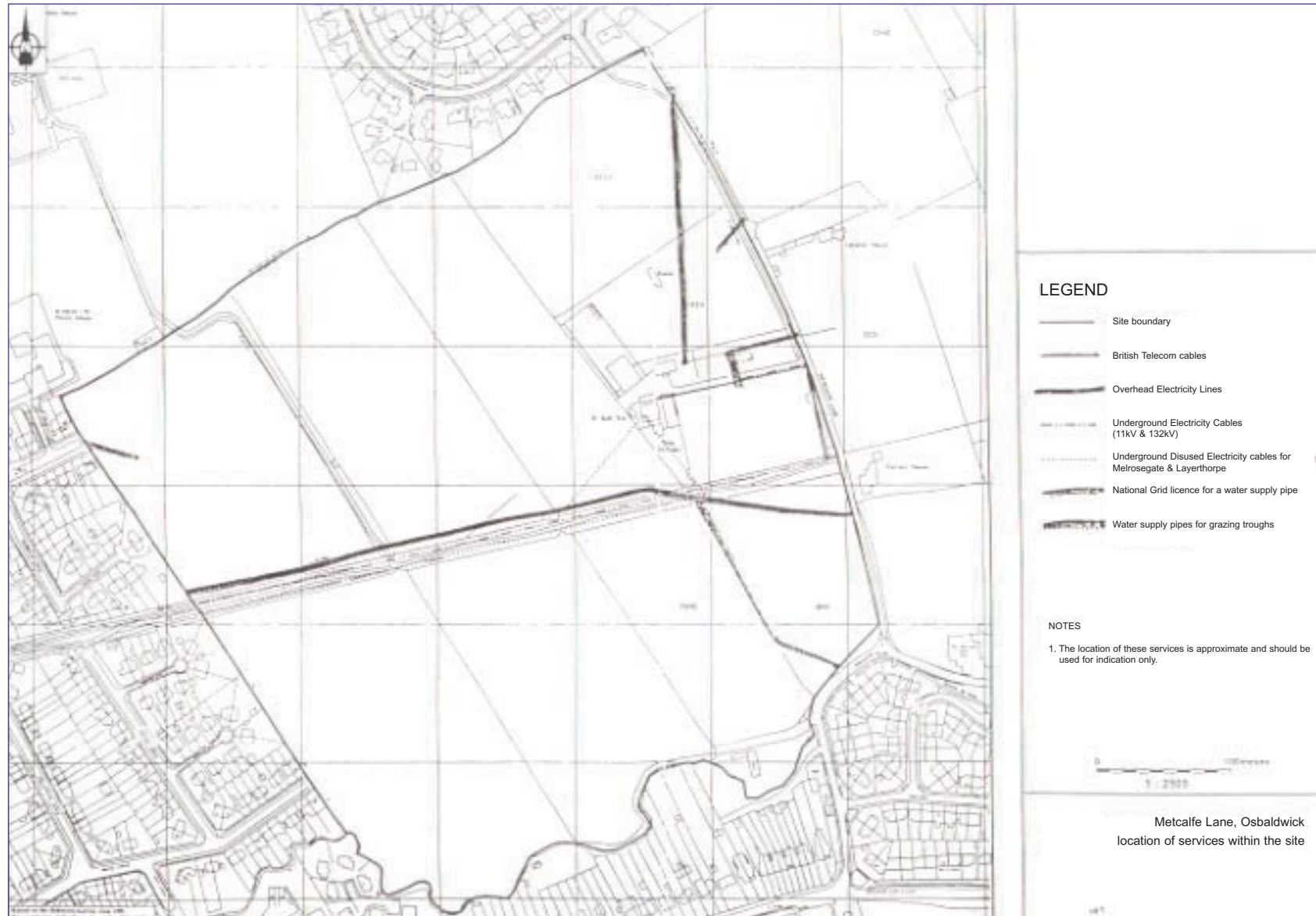
Landscape appraisal

We have undertaken a detailed landscape appraisal to augment existing data. This highlights the significance of the existing hedgerows, mature trees on the periphery of the site and the ridge and field system, some of which should be maintained as representative of former field patterns. Osbaldwick beck provides an important east-west amenity corridor.

These are important assets which can provide structure and character for new development and provide a basis for a new landscape framework.







HOUSING APPRAISAL

Context

Almost 11,000 people live within a 1/2 mile radius of the site. 73% of the households are owner-occupied, with a further 20% occupying Local Authority houses to the west and north-west of the site. The demographic composition of the area as a whole shows a higher than average number of elderly households.

These figures mask a number of socio-economic differences between adjoining areas of the City. Heworth and Walmgate have a higher representation of households on Income Support than adjoining areas and a higher proportion of lone parent households. This disparity is perhaps best captured by Huby, Corden and Bradshaw in their recent report 'A study of town life: living standards in the City of York 100 years after Rowntree':

'The danger in a city such as York, with its picturesque streets and buildings and apparent affluence, is that social problems associated with low incomes and lack of resources can be rendered invisible'.

The first *City of York Housing Needs Survey*, undertaken in 1996, projected a need for 3,500 affordable housing units for the period to 2006, of which 2000 are to be in the socially rented sector. *Homelessness* has become an increasing problem in York in recent years. Provision of private rented accommodation and the promotion of schemes to encourage householders to bring empty homes back into use are current Council led initiatives. Despite this some 180 households are currently in temporary accommodation.

The local authority have launched an initiative to alleviate this problem through Shared Ownership and Discount Sale initiatives. In 1999/2000 a further 34 homes will be developed for shared ownership and 24 for discount sale.

Housing needs

These issues are also manifest in the housing needs of the study area. The Housing Needs Survey identified a *shortfall* of some 200 homes for social rent in the wards surrounding Osbaldwick, of which

- 7% are one-bedroom
- 46% are two-bedroom
- 37% are three bedroom
- 6% four or more bedroom.

The Local Authority Housing Waiting List shows more than 1,200 households on the waiting list, of which more than half are deemed to require a one-bedroomed property under the terms of the Council's allocation policies. 33.9% require two-bedroomed properties and just 10.4% three-bedroomed houses. This highlights the *aspirational* nature of the survey – nonetheless, there is a need to ensure that new development is capable of meeting these aspirations.

A wider requirement for *special needs* accommodation has also been identified in the Osbaldwick area. Future development will need to conform to the JRF's '*Lifetime Homes*' standards which are adaptable to changing needs and include level access, wider doorways, ground floor toilets accessible for wheelchairs, load bearing ceilings to accommodate hoists and other measures.

Housing market overview

The housing market in York is extremely buoyant at present, for both the new build and second hand sectors. The average house price in York is £62,800 compared to the regional average of £54,910. York has a high level of demand for all types of tenure.

Some 4,972 residential completions were recorded between 1991 and 1998, representing an average completion rate of 710 dwellings per annum. New residential development is taking place in the City Centre as well as in the satellite

locations of Clifton Moor, Rawcliffe, Poppleton, Stamford Bridge and Huntington. Housebuilders are meeting demand for a broad mix of starter, family and executive homes. Typical price ranges are as follows:

- starter homes: to £50,000
- two bed semi: to £60,000
- two bed detached: to £75,000
- three bed detached: to £95,000
- four bed detached: to £120,000.

The Osbaldwick area is perceived as a desirable location in York and consequently demand is high. Selling prices tend to achieve the upper end of the scale. The Housing Needs Survey also identifies a shortfall of some 215 homes for owner-occupation in the Osbaldwick area, of which 25% should be 'affordable'. Affordable housing is defined as costing less than 33% of household income.

In the past year there has been a large rise in the level of dwellings for private rent, and it is argued that an over-supply of accommodation currently exists. Rents range from £850 per month for a 4 bedroom detached home to £300 per month for 2 bed detached homes. We do not envisage provision of private rented accommodation as part of the scheme.

A COMMUNITY-LED APPROACH

The Metcalfe Lane site is surrounded by at least three distinctive communities, with their own distinctive identities, views and concerns. They are far from homogenous, but the community participation process has brought them together to consider the long-term future of the site and the implications of developing it.

Community participation has underpinned the philosophy of the Joseph Rowntree Foundation and the City of York Council. Both are keen to demonstrate how full and effective community participation can enhance the quality of the decision-making process and lead to improved outcomes.

As a consultant team we fully subscribe to this approach, although we would wish to extend it still further to gauge the views of a wider group – those who will live and work in East York in the future. Our meetings with the Community Panel established as part of the project have been particularly fruitful and they have raised some fundamental issues and concerns, most notably

- *how much new housing development* will take place, and what social mix will be created?
- how will *the traffic impacts* of new development be addressed and what volume of new traffic will be created during the construction period and beyond?
- how much *open space* will be lost, what new facilities will be provided and how will the character of the area be preserved?
- what will happen to the *overhead power cables*?

These are all fundamental questions that we have sought to answer.

The Community Panel has represented only part of our participation strategy. We have had face to face discussions with a wide range of interest groups, including:

- Meadlands Residents Association
- Tang Hall Residents Association
- representatives of Osbaldwick Parish Council
- Osbaldwick residents
- Burnholme Community College
- Burnholme College Youth Club
- St Aelreds School
- Adult Education Dept, City of York Council
- Health Visitors and community outreach workers
- Primary Care Group.

The following pages summarise the broader issues raised during these discussions.

Traffic and transport

Many of the overarching issues in relation to the traffic impacts of new development have been aired through the Community Panel. *Osbaldwick Lane* and *Tang Hall Lane* are already perceived to attract considerable through traffic and this is likely to be augmented by the new B&Q development at Hull Road.

Other potential site access points – *Fifth Avenue*, *Temple Avenue* and *Meadlands* – do not accommodate through traffic at present and there are concerns over the likely impacts unless ameliorative measures can be adopted.

Further suggestions for site access – for example a new link to the east of Osbaldwick or utilisation of the cyclepath via a new junction with Tang Hall Lane – were also proposed.

The road safety implications for local schools and other facilities – e.g. Osbaldwick Village Hall – were highlighted. The traffic problems outside *Burnholme Community College* have been reduced through calming measures although

access /parking issues at St Aelreds have not been resolved.

The lack of 'connectedness' of local bus services – and the fact that many stop in the early evening – was also raised.

Character

Consultees voiced concerns over the retention of the existing character of the area. The area has a distinct identity – for example Osbaldwick retains the feel of a village although it is now subsumed within suburbia; Meadlands has a significant proportion of retired or elderly residents. The site itself forms a definite edge to the open countryside beyond and its hedgerows are long established.

These concerns went beyond simple physical or visual change and extended to the *future social mix* of the area. The introduction of 'affordable' housing – however that is defined – and a more mixed community is perceived to be associated with crime and other social problems for some residents. These are difficult issues for all concerned – it is vital that they are grasped.

Community facilities

Our discussions with local organisations and residents highlighted the diverse network of existing community facilities across the area. Demand for some new facilities was identified, although the new development should not seek to replicate or threaten the operation of existing facilities.

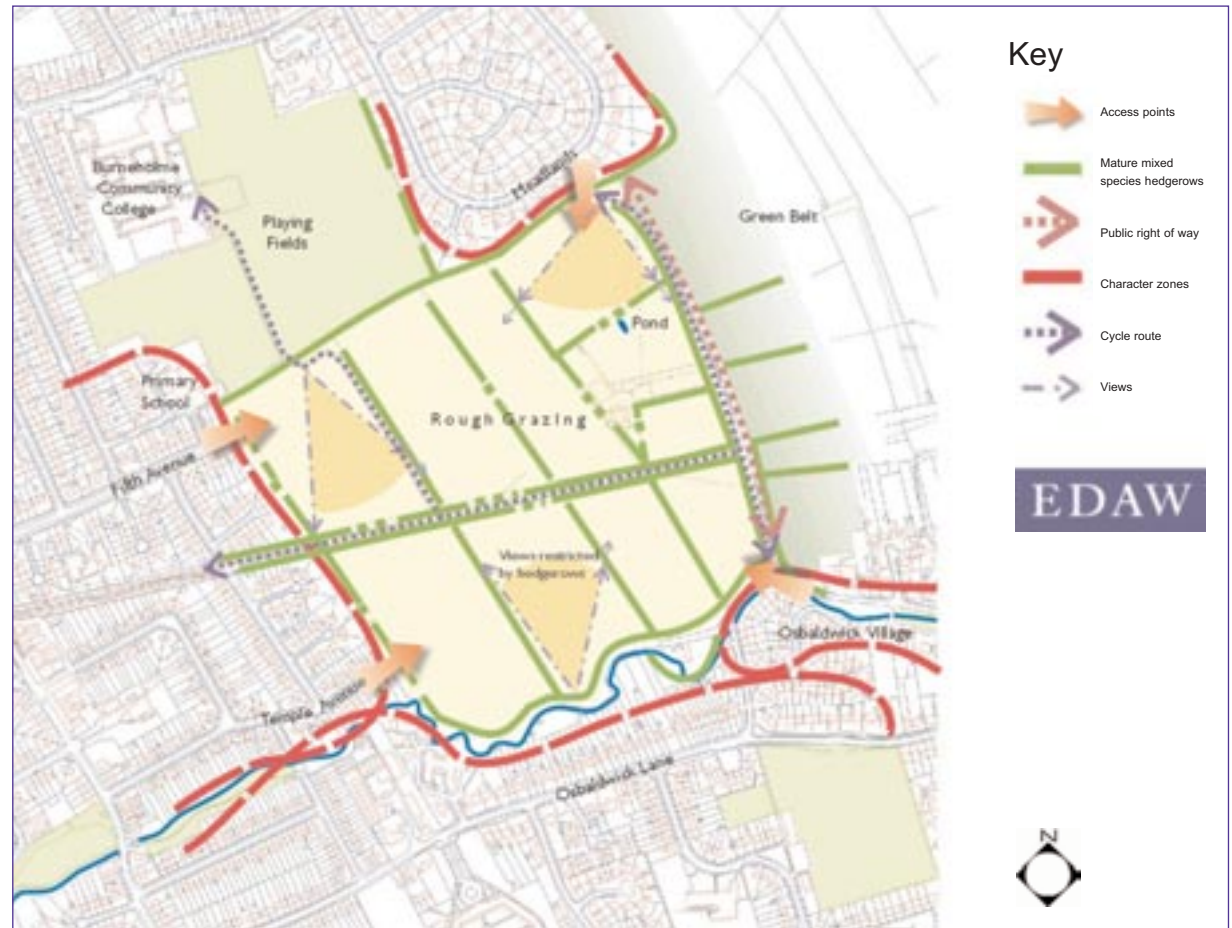
New development could enhance the wider role of *Burnholme Community College* as a genuine focus for the surrounding communities. Some barriers to wider use of the school remain – particularly among the post 16 age group. Security problems also reduce take-up of adult education and other out of school activities. The youth club is successful but is only open three days a week and has only a limited range of facilities.

The *Tang Hall Community Centre* appears well used, but not by all sections of the local community. Consultations reinforce the need for additional facilities for young people.

Discussions with the local primary care group indicate that increased demand for GP services is likely to be met via the existing network of surgeries. The scope for a *Healthy Living Centre* (or similar) concept was identified. Other opportunities for new community provision included

- new sports pitches, including an all-weather five a side facility
- mountain bike and skate park
- IT training/resource centre, potentially linked to relocation of some library facilities
- creche/nursery
- community café
- childrens play facilities
- after school provision
- improved facilities for 16-18 year olds – a youth Night Club
- elderly care facilities.

Some of these facilities could share space in and generate demand for a new community building. They have been incorporated at the heart of our thinking.



TOWARDS A MASTERPLAN

The Vision

The objectives of the City of York Council and Joseph Rowntree Foundation are clear; the study brief describes their vision for a new development that will '*encourage new thinking about building for communities, and act as a model for others to consider*'. This vision is centred on five underlying principles of:

- sustainability
- affordability
- safety
- community values
- high quality design.

We share the vision of the client group. We are also responsible to the wider community, both those currently living and working in the area and indeed those who will do so in the future. As such, we believe it is important to add a sixth principle:

- community participation in the management of the area.

Objectives of the development strategy

Our response to the Vision was to create a development strategy that would:

- integrate the development into its surroundings through the provision of physical linkages and resources that can benefit the existing and new community;
- create an urban form that is permeable and creates distinctive spaces and view corridors;

- incorporate routes that are focused on the needs of pedestrians and cyclists and support a sustainable pattern of movement;
- provide layers of open space with different scales, functions and character;
- create a centre which is the focus for new community facilities and draws adjoining communities together;
- provide a pattern of density and mixed use that creates a strong sense of place and vibrancy;
- ensure the building orientation and layout is innovative in terms of sustainable development principles.

Development scenarios

We have appraised a range of development scenarios to test their fit with the Development Strategy. The options centred on

- Option 1: independent expansion of the existing communities
- Option 2: an 'urban' High Street scheme
- Option 3: suburban expansion around a village green
- Option 4: green wedge
- Option 5: loop between Fifth Avenue/Temple Avenue.

Community benefits/impacts appraisal

Each of the scenarios was appraised to test their impact on and implications for adjoining communities. Our community benefits/impacts appraisal has isolated the benefits and impacts upon

- Tang Hall
- Osbaldwick
- Meadlands

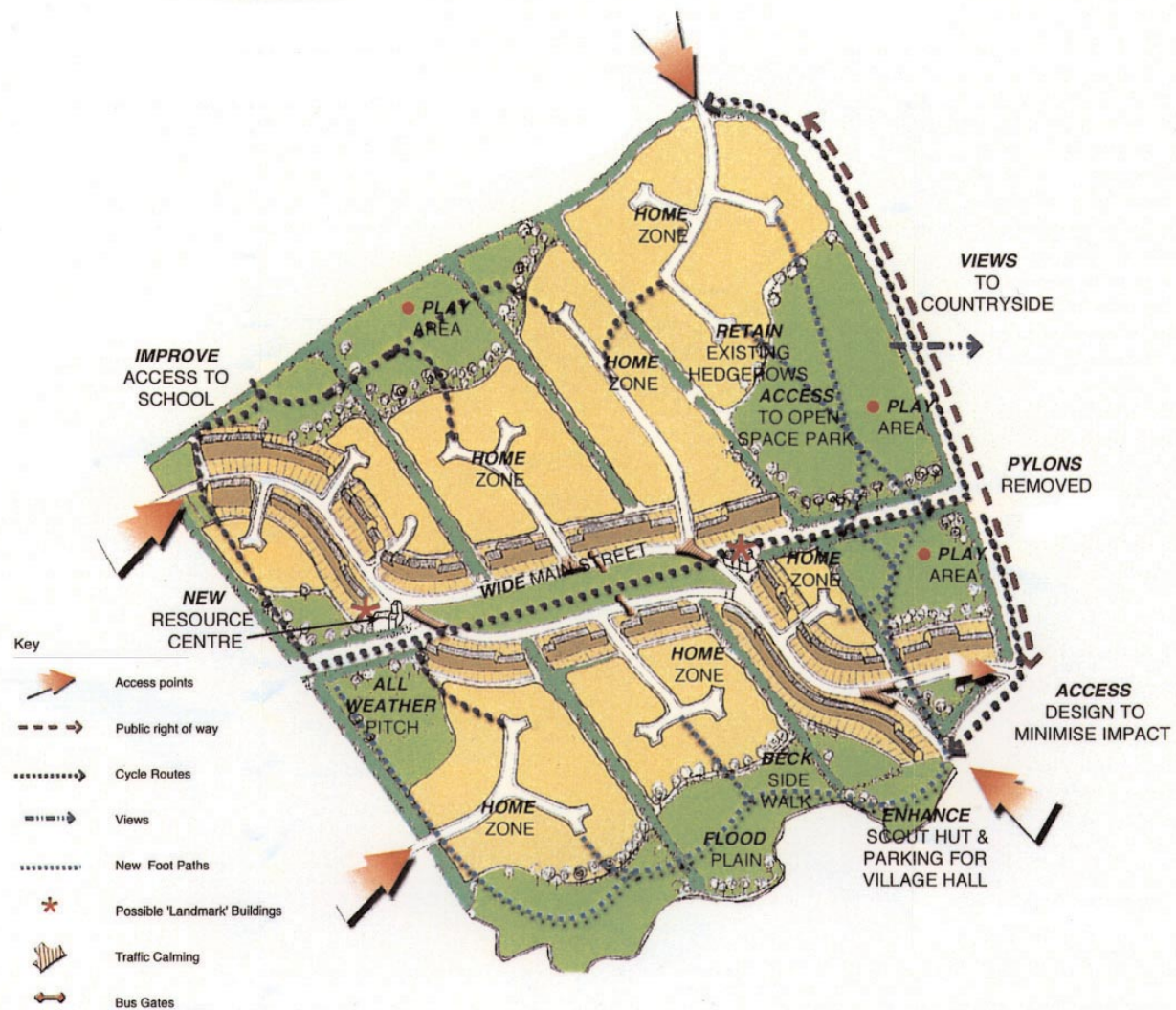
- the School community
- the 'new' community
- the wider community of York.

Each scenario has positive and negative impacts. All will generate some additional traffic, although the local impacts are disproportionate under some scenarios. All will involve the loss of a greater or lesser degree of open space. Some reinforce the segregation between existing communities, others plan to bring those communities together.

Inevitably, our appraisal process has highlighted the best option is to adopt a compromise approach which spreads the benefits, as well as the impacts of new development. The remainder of this submission presents a detailed description of our proposals.

Community		Design Approach 1 4 Separate Development Areas with O.S. Links	2 Through Bus Route/ High Street	3 Village Green/ Peripheral Devel.	4 Green Wedge Peripheral Devel.	5 Loop between Fifth Avenue/ Temple Avenue
Tang Hall	Benefits	Mix of housing types available. Access to park.	Better bus service Mix of housing types available. Access to park.	Better bus service Mix of housing types available. Access to park.	Better bus service Mix of housing types available. Access to park.	Better bus service Greater increase of traffic through estate roads.
	Impacts	Increase traffic on estate roads No improvement to bus service.	Increase traffic on estate roads	Increase traffic on estate roads	Increase traffic on estate roads	
Osbalwick Village	Benefits	Access to park. Improve parking to Village Hall. Adjoining development similar to Osbalwick.	Better bus service. Access to park. Improve parking to Village Hall	Better bus service. Access to park. Improve parking to Village Hall	Better bus service. Access to park. Improve parking to Village Hall	No increase in traffic. Access to park.
	Impacts	Increased traffic. Possible security risk of OS 'backlands'. No improvement to bus service.	Increased traffic	Increased traffic	Increased traffic	No improvement to bus service.
Meadlands	Benefits	Adjoining development similar to Meadlands. Access to park.	Better bus service. Access to park.	Better bus service. Access to park.	Better bus service. Access to park.	No increase in traffic. Access to park.
	Impacts	Increased traffic. Possible security risk of OS 'backlands'.	Increased traffic.	Increased traffic.	Increased traffic.	No increase in traffic. Preponderance of rented housing in new village.
The School Community	Benefits	Enhanced facilities:- Coffee Bar. Youth Facilities Sports Facilities IT Links Access to park. Limited improvement in	Enhanced facilities:- Coffee Bar. Youth Facilities Sports Facilities IT Links Access to park. Improve access from south Better bus service. Improve image of catchment.	Enhanced facilities:- Coffee Bar. Youth Facilities Sports Facilities IT Links Access to park. Improve access from south Better bus service. Improve image of catchment.	Enhanced facilities:- Coffee Bar. Youth Facilities Sports Facilities IT Links Access to park. Improve access from south Better bus service. Improve image of catchment.	Enhanced facilities:- Coffee Bar. Youth Facilities Sports Facilities IT Links Access to park. Limited improvement in
	Impact	Reinforces segregation of community. Increased intake.	Increased intake.	Increased intake.	Increased intake.	Reinforces segregation of community. Increased intake.

The New Village Community	Benefits	Access to park.	Access to park Bus Service. Integrated community. Sustainability	Access to park Bus Service. Integrated community. Maximum views to open space. Sustainability	Access to park Bus Service. Integrated community. Maximum views to open space. Sustainability	Access to park Links to Tang Hall.
	Impacts	Tendency to segregate community. Possible security risk of open space 'backland'	Through buses and emergency vehicles to other areas.	Through buses and emergency vehicles to other areas.	Through buses and emergency vehicles to other areas.	Preponderance of rented/low cost housing Less sustainability.
The Wider Community	Benefits	New housing for rent and sale. Reduce homelessness problems. Satisfy demand Special needs provision Potential new or improved local facilities quality open space/leisure access	New housing for rent and sale. Reduce homelessness problems. Satisfy demand Special needs provision Better linkages Better bus routes Sustainability Potential new or improved local facilities quality open space/leisure access	New housing for rent and sale. Reduce homelessness problems. Satisfy demand Special needs provision Better linkages Better bus routes Sustainability Potential new or improved local facilities quality open space/leisure access	New housing for rent and sale. Reduce homelessness problems. Satisfy demand Special needs provision Better linkages Better bus routes Sustainability Potential new or improved local facilities quality open space/leisure access	New housing for rent. Reduce homelessness problems. Special needs provision. Potential new or improved local facilities quality open space/leisure access
	Impacts	Increased pressure on surrounding roads. Increased pressure on local facilities. Loss of green belt.	Increased pressure on surrounding roads. Increased pressure on local facilities. Loss of green belt.	Increased pressure on surrounding roads. Increased pressure on local facilities. Loss of green belt.	Increased pressure on surrounding roads. Increased pressure on local facilities. Loss of green belt.	Increased pressure on surrounding roads. Increased pressure on local facilities. Loss of green belt.



Preferred Masterplan approach

BRINGING COMMUNITIES TOGETHER: A MASTERPLAN APPROACH

Design principles

Our aim has been to create a new *sense of place* for the area; to establish a masterplan approach which grows out of the existing context, developing new spaces and buildings to create varying combinations of built form, spaces, landscape and views within and across the site. The masterplan creates a series of linkages, both visual and physical, that extend beyond the site's boundaries.

Our approach respects and responds to the individual *identities* of surrounding neighbourhoods and to the mix of commercial and community facilities which they support. Our proposals seek to '*knit together*' and provide a stronger focus for the existing suburban form.

The masterplan approach is *centred on the creation of a new heart* for the adjoining communities of Tang Hall, Meadlands and Osbaldwick. The key design principles are to:

- create a *wide Front Street and village green* (predominantly residential in nature) which reflects the linear nature of Osbaldwick village and links it to the suburban context of the adjoining communities;
- design out through routes for traffic except public transport and emergency vehicles; the new wide street will be the predominant public transport corridor
- create a *focus for higher density housing* (40 dwellings

per hectare) along the new Front Street in the form of two storey semis and terraces, and some three storey flats with active ground floor uses

- *animate these core spaces throughout the day and into the evening* with a small parade of shops, café and pub and a multi-functional Community Resource Centre providing a focus for community activity and interaction
- adopt mid-density *Home Zones* as the predominant residential form – the majority of new houses will face directly onto pedestrian friendly, traffic calmed streets encouraging a stronger sense of stewardship and safer childrens play areas
- *encourage children and adults to walk and cycle*, reinforced by the creation of safe 'Routes to School', building on the existing network of footpaths and cyclepaths through the creation of new links within and between residential areas.
- provide maximum *integration* in layout between *housing tenures and densities* – it will be impossible to differentiate between areas of 'owner-occupation' and 'social rented housing' on the basis of design or environment
- adopting a range of sustainable housing design initiatives in relation to construction methods, materials, energy efficiency, lifetime flexibility and homeworking
- *establish a variety of functions and forms for the open space* which will underpin the proposals; in addition to the proposed village green, other areas will include areas for formal recreation (e.g. a new five a side pitch), mountain bike and skate park areas as well as informal provision
- create a series of *landscape buffer zones* to soften the impact of new development on existing communities – all new homes are within 150 metres walking distance of

major areas of open space; these will also act as important *wildlife corridors*.

- establish a *clear hierarchy of public, semi-public and private spaces*; the housing proposals create gardens, allotments and parking courtyards which will be complemented by the Home Zone concept.

Front Street and the village green

A wide Front Street or boulevard of predominantly two and three-storey housing will serve as the primary corridor for public transport, pedestrians and cyclists. There will be no routes through the development for the private car. Where key footpaths and cycle routes cross the main boulevard (Front Street), design detail will be introduced to reduce vehicle speeds and shift the balance of priority towards the pedestrian and cyclist.

The village green will be the focus for the new community, and a new focus for the existing communities of Tang Hall, Meadlands and Osbaldwick. It will be elongated and contain a mix of formal and informal landscaped areas, play spaces and public art. It will be overlooked by new 2/3 storey housing, a small parade of shops, a café and pub. The village green will contain the new Community Resource Centre which will act as a focus for the western edge of the green.

In short, the essential components of a village centre will be provided at the village green. New bus stops will adjoin the green and will lie on the alignment of the SUSTRANS cyclepath to maximise links with adjoining areas.

Community Resource Centre

Our proposals for new community facilities will seek to reinforce and complement the role of existing provision at Burnholme Community College, Tang Hall Community Centre and elsewhere within the area.

Positioned at the heart of the neighbourhood, our vision is to create a self-sustaining community facility, which will be a focus for community life and activities. This proposal actively embraces the 'joined up thinking' and sustainable regeneration aspirations of central, regional and local policy through the provision of local services by and for local people.

The Resource Centre – which would be operated by the Development Trust, described elsewhere – would be the focus for:

- health education and fitness advice – a Healthy Living Centre
- out of school education
- IT training suites
- creche/nursery
- community café.

The Centre is located at the Village Green. A two storey building, we envisage it will have active frontages on all sides and will be in used for extended periods of the day. The uses are distributed over two floors. The café and reception are clustered around the main entrance of the Centre. The crèche and fitness centre are also located on the ground floor to maximise accessibility.

Home Zones

Away from Front Street, the Home Zone will be the dominant residential form. There will be around 20 individual Home Zones as part of the new development. The Home Zones will involve:

- shared surfaces (i.e. no distinction between carriageway and footpaths) to create priority for pedestrians and cyclists
- a strong emphasis on the change in status created through signage, traffic calming, seating and other street furniture

- very low speed limits (10 mph or less).

One of the Home Zones will demonstrate the potential for car free housing, with no vehicular access or parking.

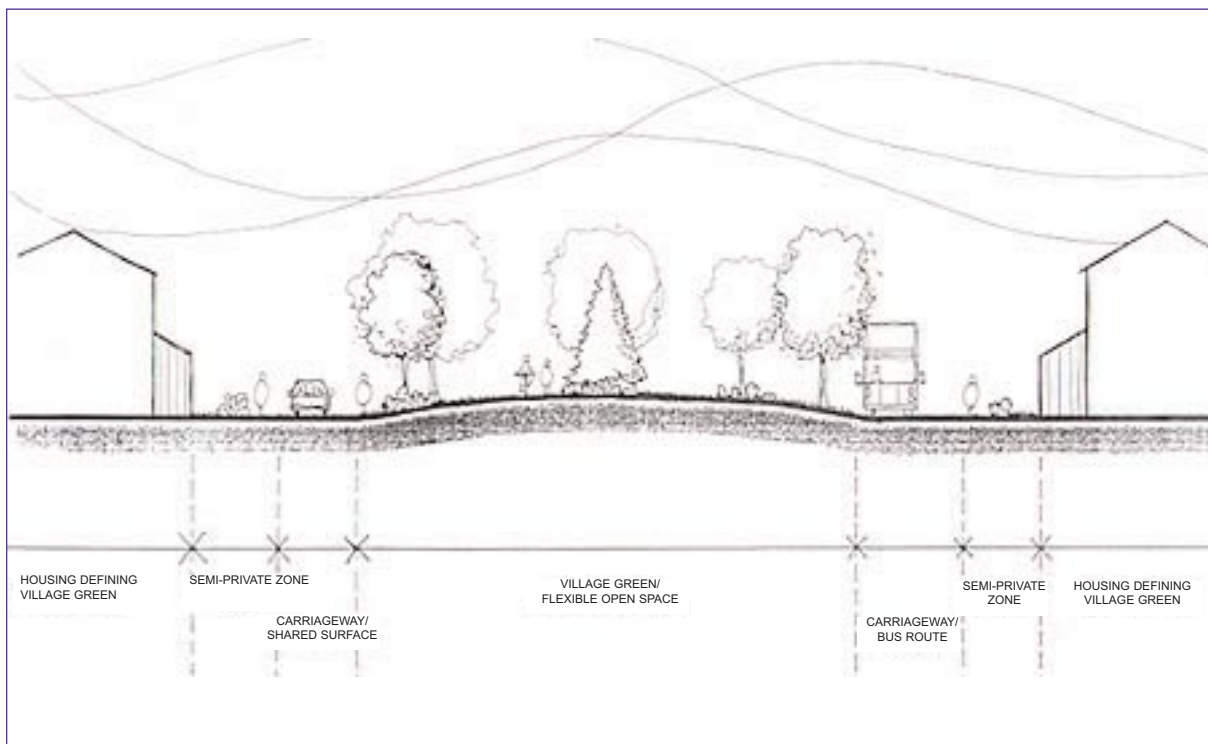
Many young families will choose this neighbourhood because of the facilities, plus the pedestrian-friendly, safe environment for their children. Residents will opt to stay in the neighbourhood and use the flexibility provided by the steel framed houses to adapt the space to suit their changing needs. Many residents will be able to choose to work from home, whether they are in live work units or an adaptable house.

Live/Work units

Live/work development, the provision of associated living and working accommodation within a single self-contained unit, is attractive to people either setting up their first business or seeking to expand a business currently operated from their existing dwelling.

Live/work is in line with policy objectives to reduce the need to travel, provide local employment and create a sustainable economy. It is particularly attractive to the disabled, as travelling to work is one of the main barriers to employment.

We propose a demonstration project of up to 5 live work units, the majority of which will be located in close proximity



to Front Street. This location is ideal as any customer-based commerce has a strong public presence and is well located to benefit from complementary activity in the Community Resource Centre.

Drawing on our experience of this innovative, but expanding employment generating development, we propose the following approach to live/workspace:

- the size of a live/work unit should reflect its purpose as employment generating floorspace and should have a capacity for and encourage use by a number of employees
- workspace needs to be capable of meeting a wide range of B1 uses and should therefore provide double door entry and high ceilings.

Live/work development is a new concept, although we are confident that units of between 75 and 110 sq. m will prove marketable.

Unifying elements of open space and landscape

We propose a clear a hierarchy of open space in the new neighbourhood:

- public open space incorporating a linear park (the village green); formal recreational areas for five a side and childrens play areas; and informal spaces in the form of landscape corridors to the north, south and east of the village centre
- communal gardens and spaces that provide areas for safe play in front of the home, parking (if required) and general amenity areas as an integral part of the Home Zone approach

- dual community use of the Community College playing fields,
- a small number of allotments
- private gardens.

This structure will be augmented by the use of street trees, materials, signage and street furniture. Public open spaces will be designed with high quality, durable materials. Safety and animation will be designed into these spaces through imaginative lighting and natural surveillance from overlooking buildings.

Safety through Design

Safety has been a key consideration in the design and layout of the masterplan. The plan positively addresses this issue through the creation of open spaces that are overlooked and would be well lit at night. Natural surveillance is the simplest and most effective means of creating an environment that feels and is safe. With this in mind, the urban structure is very permeable and there are open view corridors throughout the development.

A CCTV system could also be installed to cover the proposed the Community Resource Centre and major routes/car parking courts within the development. Such a system could be linked to the City Centre system or be entirely operated from within, potentially by the proposed Development Trust.

Traffic impacts

To minimise the potential impact of the proposed development on the adjacent residential areas, four separate access points are proposed using existing routes. The amount of housing served by each access has taken account of the following:



- adequacy of the existing roads to accommodate additional traffic flows
- potential environmental impact
- the likely destination of traffic
- existing/proposed housing types.

Based on the above the following provides an indication of the split of traffic between the various accesses:

- | | |
|----------------------|------|
| • Meadlands | 15% |
| • Osbaldwick Village | 30% |
| • Temple Avenue | 20% |
| • Fifth Avenue | 35%. |

During the morning and evening peak hours, the new development would generate some 250 additional vehicles (2-way). The attached plan clearly shows how these

vehicles would be quickly dispersed around the road network, thereby minimising the local impact.

20% of the total peak hour traffic generated by the scheme along an individual route would result in 50 additional vehicles per hour. This translates into less than one extra vehicle per minute, which is likely to be imperceptible in the majority of situations.

These are worst case examples. A pragmatic view has to be adopted with regard to car ownership whereby it must be accepted that whilst it is not possible to stop people owning cars every effort must be made to try and influence a modal shift away from the car. Our overall aim would be to reduce car parking provision below the maximum standards set out in the Local Plan, namely:

- 1 per dwelling for 1 or 2 bed properties
- 2 per dwellings for 3+ bed properties.

The majority of parking will be provided within curtilage or within courtyard areas and some parking will be provided on street. The detailed design of this parking will ensure minimal impact on pedestrians and on the built form and environment.

The non-residential uses proposed as part of the scheme are of a scale that will not require any specific servicing access. In addition, they are not expected to generate car based journeys, except for picking up some passing trade.

Public transport

Bus routes have been identified to optimise linkages between existing communities and the new village centre. Linkage between existing east-west and north-south routes will be improved by redirection of some services along Front Street.

They will also seek to maximise the strong footpath connections throughout the development. The majority of houses will be within 200 metres of the bus route. Bus stops will be designed to accommodate the new low floor buses, which will serve these routes. This will address the needs of wheelchair users and parents with pushchairs. High quality bus shelters will be provided.

Cycling

As well as a cyclist-friendly environment and a comprehensive cycle route network linking to the strategic network and to local trip generators, positive steps will be made to encourage the new residents to make full use of cycles. Covered cycle lockers will be provided at the school and the community resource centre as well as with all residential properties. Cycle parking will also be provided in the open spaces and squares.

Design codes

Adopting a clear set of design codes for individual phases of development, and house type variations within phases, will be critical.

All frontages should address the adjacent streets or open spaces and create interest and animation at the end of view corridors. Building orientation should also create natural surveillance and security through overlooking – this will be vital if the Home Zone approach is to succeed.

The design of the house types and apartments should be based on a study of the local context; the overall aim will be to harmonize with York’s traditional suburban architecture whilst presenting design flair and a contemporary response. References should draw on Osballdwick village, with its red/buff brick buildings, clay pantile roofs, gable ends bearing chimney stacks and multi-paned or four-paned vertical sash sliding windows; but not exclusively so.

Dwellings should be specially designed for the site and have adaptable plan forms, which respond to today’s modern lifestyles; including the need to work from home. Test bed pre-fabrication from steel frame construction will provide further internal flexibility allowing opportunities to utilise the roof void and provide flexible partitioning for the user to adapt internal space.

Land budget

The overall land budget for the site is set out below.

Land use	Size
Housing	16.2 hectares/522 units
Open space	6.0 hectares
Community resource centre	1,000 sq.m
Shops	300 sq.m

A COMMITMENT TO SUSTAINABILITY

A new look at construction

Our proposals have been developed in the context of the Government's 'Re-thinking Construction' report, prepared by the Task Force led by Sir John Egan. The development should adopt the key principles of the report, including:

- partnering
- supply chain management
- procurement process
- waste and defect reduction.

The overall aim should be to minimise construction time and costs and achieve greater value for money. The Joseph Rowntree Foundation will have a key role in promoting these concepts to its development partners.

Materials and design

Our approach to materials and design has reflected the requirements of energy efficiency, sustainability and construction cost savings.

We have reconsidered traditional plan forms to enhance the flexibility of living space and to allow homes to adapt in response to changing family needs. We are proposing to use steel and timber frame construction, curtain walling and prefabricated roof trusses to allow wide floor spans and the use of areas normally disregarded to be incorporated as living or work space. This will allow rooms in the roof and double height spaces to ground or first floor rooms.

All three construction approaches have their merits and all three provide degrees of pre-fabrication. However, there are also local suppliers of brick, block and prefabricated systems within close proximity of the site; the development process

should seek to source local materials where possible, putting the principles of the Egan report into practice.

A flexible design menu

Use of innovative construction methods will give homebuyers a degree of choice in relation to alternative interior layouts and external envelope. Design choices will include:

- use of roof space
- flexible internal wall arrangements
- conservatories or open space over garages
- bedroom terraces.

Creating best practice

All new buildings will adopt current best practice technologies for energy efficiency, use of low embodied materials, reduction of carbon dioxide emissions and use of timber from managed sources in their standard specification. This will be based on the achievement of the Building Research Establishment Environmental Standard at Competition level.

The key driver of greater energy efficiency is the reduction of carbon dioxide emissions to meet government targets for the reduction of greenhouse gases. Energy use in dwellings accounts for around 28% of the UK's total carbon dioxide emissions. Every year, the average household releases 8.1 tonnes of carbon dioxide into the atmosphere.

Energy demand will be minimised through superinsulation to protect energy loss through the building fabric. Energy efficiency will be increased by the orientation of properties to maximise solar gains, the use of integral sunspaces and solar glazing. Low energy lighting and appliances fitted as standard in all homes will further reduce demand. The orientation of buildings will address the climatic context by creating shelter and enhancing solar gain.

The proposed new development is of insufficient scale to achieve a viable Combined Heat and Power (CHP) scheme – the localised generation of electricity and the supply of hot water for space heating. The potential to provide a viable CHP scheme for a wider area – perhaps including Tang Hall and other adjoining communities – should be explored by the client group.

Sustainable materials

Materials should be carefully selected to ensure total embodied energy is at least 25% better than conventional buildings in the first phase of development. This figure should rise in future phases.

Preference will be given to materials produced sustainably which do not cause pollution during their lifecycle, such as well-managed timber.

Water conservation and recycling

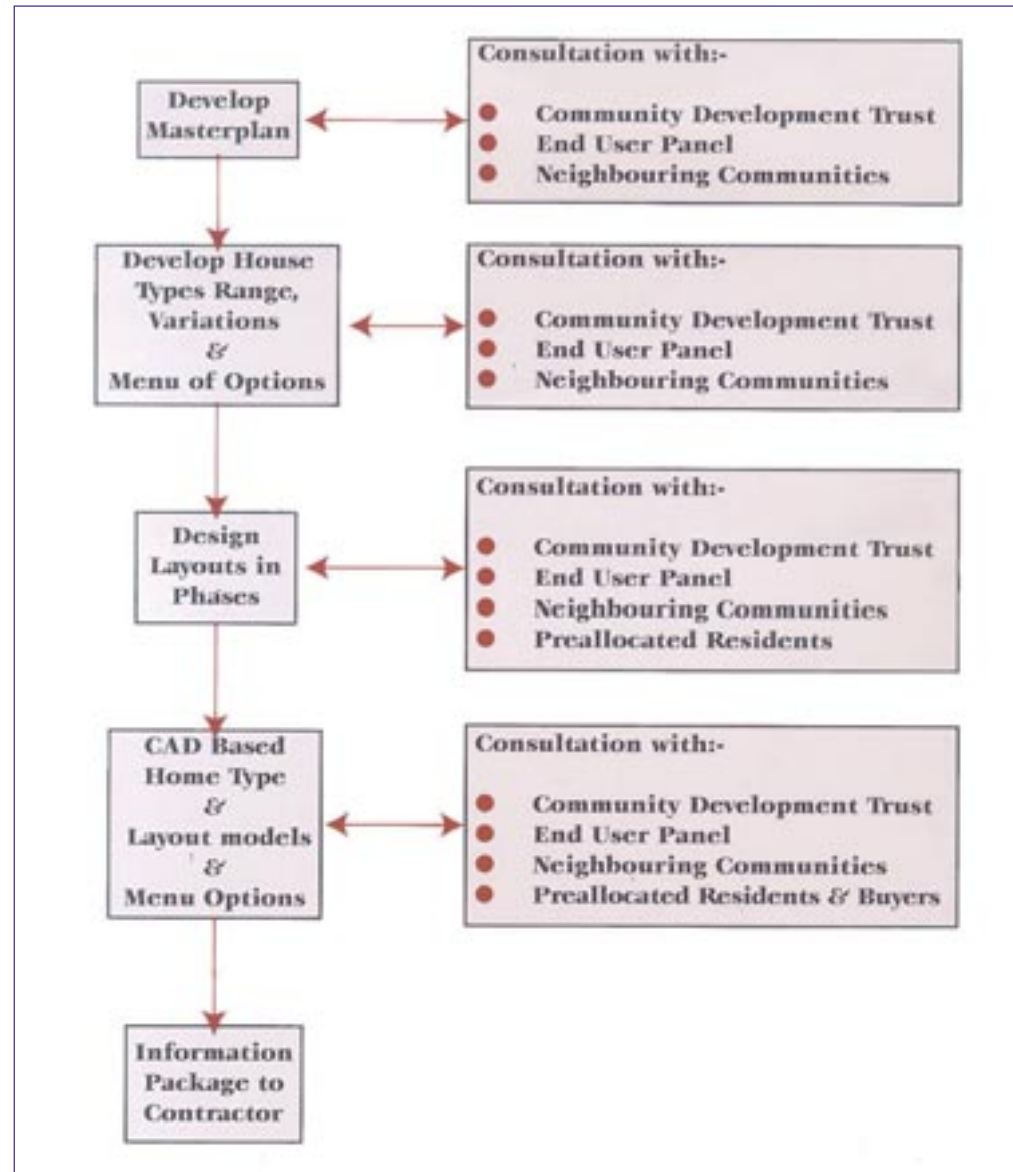
Water use and disposal should be carefully considered in all buildings; reductions will be achieved through the inclusion of water saving appliances and using rainwater to flush WCs. The re-use of grey water must meet a range of health and environmental criteria.

Integrated waste management

We propose to adopt a range of measures to reduce both construction and domestic waste. These include

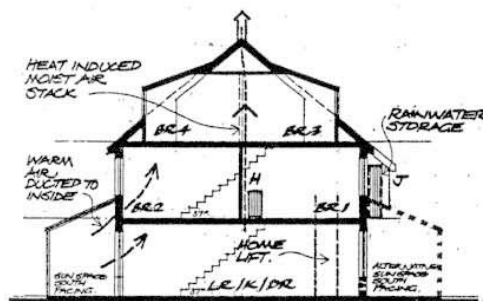
- off-site fabrication and the supply chain management
- using excavated material for landscaping
- promoting recycling through the provision of compost bins and other recycling support.

Design choices



SITE WIDE ISSUES (1999-2001)

1. PROXIMITY AND EASY ACCESS TO WORK, SHOPS, SCHOOL AND LEISURE FACILITIES FOR EVERYONE.
2. 'SECURE BY DESIGN' STANDARDS.
3. PEDESTRIAN, CYCLE AND PUBLIC TRANSPORT FACILITIES TO MINIMISE USE OF PRIVATE CAR FOR SHORT JOURNEYS.
4. MINIMUM CONSTRUCTION WASTE, SAFE DISPOSAL AND RECYCLING.
5. PROTECTION OF EXISTING HEDGEROWS, TREES AND NATURAL HABITAT OF OSWALDICK BECK.
6. OPPORTUNITIES FOR ALLOTMENTS.
7. 'HOMEZONES' TO ENCOURAGE AND SUPPORT A SENSE OF COMMUNITY AND OWNERSHIP.
8. QUALITY AND INNOVATIVE HOUSING IN THE SPIRIT OF THE JOSEPH ROWNTREE VILLAGE OF NEW EARSWICK.
9. CAREFULLY PLANNED CONSTRUCTION TRAFFIC TO MINIMISE IMPACT ON EXISTING COMMUNITIES.
10. USE OF LOCAL PRODUCTS, MATERIALS AND LABOUR.
11. ENERGY EFFICIENT TERRACED HOUSING.



DIAGRAMMATIC SECTION.

LOW ENERGY.

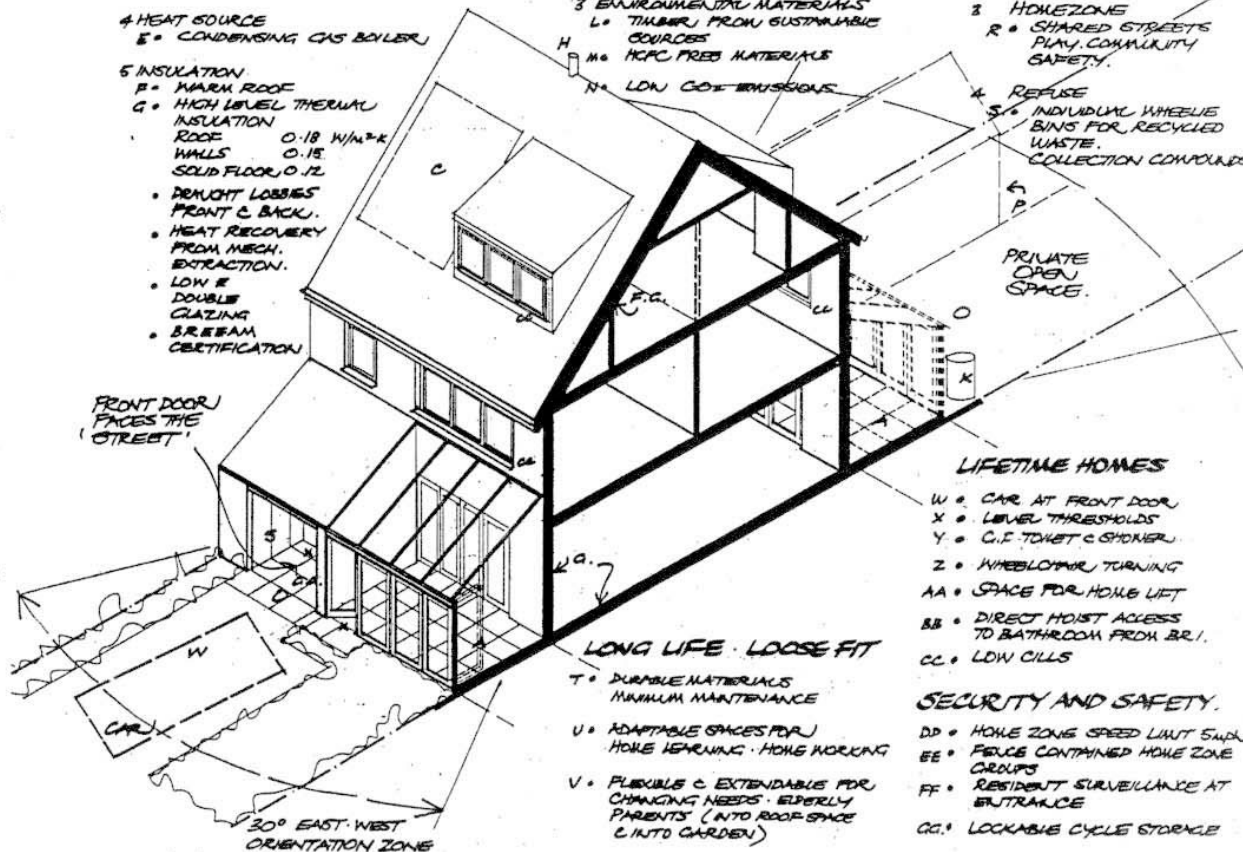
1. PASSIVE SOLAR GAIN
 - A. SUN SPACE FACING SOUTH
 - B. FOLDING WALL FOR SUMMER COOLING.
2. ACTIVE SOLAR GAIN
 - C. PREPARED SITE FOR SOLAR PANELS
3. EMBODIED ENERGY
 - D. LOCAL MATERIALS MINIMUM TRANSPORT COSTS
4. HEAT SOURCE
 - E. CONDENSING GAS BOILER
5. INSULATION
 - F. WARM ROOF
 - G. HIGH LEVEL THERMAL INSULATION
 - ROOF 0.18 W/M²K
 - WALLS 0.15
 - SOLID FLOOR 0.12
 - H. DEWIGHT LOBBIES FRONT & BACK.
 - I. HEAT RECOVERY FROM MECH. EXTRACTION.
 - J. LOW E DOUBLE GLAZING
 - K. BRIBRAM CERTIFICATION

HEALTHY BUILDING.

1. VENTILATION
 - H. PASSIVE MOIST AIR STACK INDUCED BY H.W. CYL. HEAT.
2. RAINWATER RECYCLING
 - J. RAINWATER STORED AT FIRST FLOOR TO SERVE W.C.
 - K. RAINWATER BUTT FOR GARDEN
3. ENVIRONMENTAL MATERIALS
 - L. TIMBER FROM SUSTAINABLE SOURCES
 - M. HCPC FREE MATERIALS
 - N. LOW CO₂ EMISSIONS

LAYOUT & LANDSCAPING.

1. ORIENTATION.
 - O. SOUTH FACING SUN SPACE. NORTH OR SOUTH FACING FRONT DOORS.
2. LANDSCAPING
 - P. HEDGES & PERIMETER SHELTER / PLANTING
 - Q. SPACE FOR GREENWALL & VEGETABLE GARDEN.
3. HOMEZONE
 - R. SHARED STREETS PLAY, COMMUNITY SAFETY.
4. REFUSE
 - S. INDIVIDUAL WHEELIE BINS FOR RECYCLED WASTE. COLLECTION COMPOUNDS



LIFETIME HOMES

- W. CAR AT FRONT DOOR
- X. LEVEL THRESHOLDS
- Y. C.F. TOILET & SHOWER
- Z. WHEELCHAIR TURNING
- AA. SPACE FOR HOME LIFT
- BB. DIRECT MOIST ACCESS TO BATHROOM FROM BR1.
- CC. LOW CILLS

LONG LIFE - LOOSE FIT

- T. DURABLE MATERIALS MINIMUM MAINTENANCE
- U. ADAPTABLE SPACES FOR HOME LEARNING - HOME WORKING
- V. FLEXIBLE & EXTENDABLE FOR CHANGING NEEDS - ELDERLY PATIENTS (INTO ROOF SPACE & INTO GARDEN)

SECURITY AND SAFETY.

- DD. HOME ZONE SPEED LIMIT SIGN
- EE. FENCE CONTAINED HOME ZONE GROUPS
- FF. RESIDENT SURVEILLANCE AT ENTRANCE
- GG. LOCKABLE CYCLE STORAGE

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INNOVATION IN DELIVERY: INVOLVING THE COMMUNITY

Establishing a development vehicle

Our proposals for Metcalfe Lane are unlikely to be delivered by the private sector in isolation. Many aspects of our proposals are innovative and some way in advance of the accepted industry norms of the housebuilding sector.

But we are designing a community for the future, not the past. The JRF and City of York Council will need to play a proactive role in the detailed planning and implementation of the proposals if they are to realise their vision for the future.

An enduring partnership between the public and private sectors and community is required. Fundamental to our submission is the belief that to create a truly sustainable community, comprehensive support mechanisms need to be provided which are

- responsive to community needs
- innovative but deliverable
- supported by key stakeholders
- create accessible employment opportunities.

A development and management model based on public-private partnership and the recycling of investment is our preferred approach.

Community Development Trust

We advocate the establishment of a Community Trust to facilitate this process. The Trust would

- provide core site infrastructure

- manage the development process, appointing 'partnering' housebuilders
- build, own and manage some or all of the social housing envisaged as part of the project
- recycle returns to fund non-commercial projects
- secure maintenance and management of the development and key facilities such as the proposed Community Resource Centre.

The Community Development Trust may have a number of legal forms, for example a company limited by guarantee for non-profit making purposes. It would employ a full time Executive Director to manage its assets and implement the aspirations of the community. The Trust will also draw on the expertise of local stakeholders from the local authority, voluntary, public and private sectors.

Revenue resources for the Trust could be generated through a number of sources, for example

- houses to be sold as leasehold with a ground rent paid to the Trust
- commercial premises and the Community Resource Centre to be vested in the Trust.

Local employment and training opportunities

More than 90 construction jobs will be created through the development. The Community Development Trust would provide the basis to implement local employment and training measures, working with the Employment Service, training providers and housebuilders. It would act as a key liaison point to ensure that local people benefit from Local Training and Employment Agreements through the construction phase.

There may also be opportunities for the development of community enterprise activity, centred on the provision of

- general maintenance duties within the Community Resource Centre;
- landscape maintenance and management
- security and/or CCTV.

Construction training should be centred on

- a two year Construction Training Programme for 15 unemployed local people, either the young or those seeking retraining;
- a three year CITB sponsored Modern Apprenticeship Programme in Construction for 15 young people from the local area.

There is scope for construction training and other initiatives to be linked to placements from Burnholme College.

APPENDIX 1

CONSTRUCTION PROGRAMME

The construction sequence would be to complete the infrastructure roads and services at the outset. Construction would then commence in the central Main Street area, and at the principal access points into the site. This ensures that the site presents an attractive and marketable appearance immediately, and the added value of the village square is achieved early in the project. It also allows the landscape to develop quickly. Behind the Main Street, we propose to infill using temporary haul roads and to work backwards from Meadlands and Temple Avenue. This ensures that no construction traffic will use these domestic roads. The housing will be built in clusters within the field pattern creating home zones which will be isolated from the ongoing construction. We anticipate construction taking between 3 to 4 years to complete, dependant upon the strength of demand for housing for private sale. We have considered proposing a temporary haul road from the Osbaldwick Industrial Estate across open fields into the site, and would suggest that this option requires further investigation before a decision can be made.

APPENDIX 2

ACHIEVING AFFORDABILITY

We propose the following mix of house types:

- 50 1 bed 2 person for rent
- 50 2 bed 4 person for rent
- 30 3 bed 5 person for rent
- 55 1 bed 2 person for sale
- 127 2 bed 4 person for sale
- 147 3 bed 5 person for sale
- 31 4 bed 6 person for sale
- 31 5 bed 7 person for sale.

This represents a broad mix of house types and tenures for the young, small families, large families, the elderly and people with specific needs. For the purposes of residual appraisal, we have assumed that 25% of the housing will be social rented. We envisage that if the scheme is to be carried forward by the JRF and/or a Community Development Trust, a more flexible mix of tenures will emerge.

The assumptions set out in the appraisal have been tested in the market, and we believe them to be robust. Our appraisal assumes that

- the cost of providing basic site infrastructure and undergrounding the overhead power lines is included
- the full cost of providing 130 social rented houses is included
- the full cost of the 'enhanced specification' of the owner-occupied and social rented housing is included

- a commuted sum of £500,000 is included as a contribution to the cost of long-term maintenance and management of common areas.

Our appraisal indicates that with the inclusion of these cost items, a negative residual value for the land is achieved. This reinforces our view that, in order to deliver the vision for a sustainable community for the 21st century and demonstrate the range of innovative measures which that entails, it will be necessary to explore innovative public/private partnership arrangements.

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PROGRAMME	Overall
See cashflow for dates	Month
Construction Start	13
Construction Completion	48
Construction Period	36
Sales Start	19
End Void	6
Development Period	54

CONSTRUCTION FEES	%	FIXED
Client	6%	2,260,718
Survey	0	25,000
TOTAL		£ 2,285,718

LAND OWNERSHIP	£
Current 40.03 acres	£ 0
Future	0
Fees	3.00%
Other Stamp	Incl
TOTAL VALUE	£ 0

VAT	£
Fittings etc 521 Nr	£ 2,500
Fees	0
Land	0
Contingencies	0.00%
TOTAL	£ 1,302,500

BUILDING COST SUMMARY	Total £
Type	
1B2P 3,899,800)	>>>>>>>>>> 26,366,637
2B4P 8,842,941)	Enhance 960,000
3B6P 9,685,971)	Disability 50,000
4B6P 1,839,075)	Estate 3,475,000
5B7P 2,118,850)	Pyon 2,750,000
	Community 0
	Preliminaries 4,036,998
	Construction 37,678,633
	Abnormals incl. 0
	Fittings etc incl. 0
	Contingencies elsewhere 0
TOTAL	£ 37,678,633

BUILDING REGS/PLANNING	£
Building Regulations	69,114
Planning say	20,000
TOTAL	£ 89,114

NHBC ETC	£
Type Nr Rate	
Dwellings 521 Nr	£ 300
	156,300
TOTAL	£ 156,300

New Osbaldwick

A Vision of continuity and change

John Thompson & Partners

with

Lemos & Crane

Whitelaw Turkington

Alan Baxter & Associates

Faithful & Gould

Londonomics

New Osbaldwick

Competition submission for the selection of a Masterplanning Consultant

January 2000

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It is now more than a decade since New Osbaldwick Community Trust was established to implement the Vision that had been developed by local people and organisations working with City of York Council and the Joseph Rowntree Foundation. The development is now substantially complete but almost from the beginning changes have taken place that reflect varying household composition, the greater sense of neighbourliness and communality that the adoption of mutual aid principles has engendered, as well as changes in work patterns and the way that residents like to spend their spare time.

The controlled approach and thorough consultation process that was adopted ensured that the scale and pace of the development matched the needs of local people and the wider housing market and brought about a stable and balanced community where multi-generational family life and neighbourliness flourish. Sybil and George Brathwaite used to live in Fifth Avenue and bought a smaller house in the new community when their old one got too much for them. Their daughter Sue and her family have moved back from Leeds to be near them. Mandy and Barry Johnson were renting elsewhere in York and took advantage of the low cost home ownership options to buy their first house. Ben Trotwood lives on his own and is benefiting from the flexible tenure packages that are on offer. Max Hulme and Amy Trimble have built their new home on a plot that the Trust made available to them. Richard and Sarah Marshall could have afforded a house elsewhere but chose to buy in New Osbaldwick.

New Osbaldwick has come to symbolise all that is best in community development and planning. It has brought improvements to adjacent communities and its enlightened philosophy and innovative approaches have spread throughout Britain.



A Vision of continuity and change

An organic development that builds on existing communities of Osbaldwick, Tang Hall and Heworth and Meadlands, growing at the pace and scale that local people want and reflecting the diverse lifestyles of the new century.

Our new century is set to bring forth great changes in our society. Most widely discussed is the information revolution, now well advanced, and particularly its impact on work. More people will work from home, some or all of the time. And they will engage in new kinds of work, increasingly knowledge-based, requiring new and higher level skills. But it is not just work that is changing rapidly. The Internet is creating new forms of conviviality, new virtual communities. One day soon as many people will use the internet as use the telephone – 98% of the population – and they will have access to everything from videos to health advice.

Medical and social developments mean that we are adding to longevity all the time, having already added twenty-five years to life expectancy in the twentieth century. Young people at the millennium can expect to live a healthy life well into their eighties, perhaps even nineties. This great stretching of the lifecycle does not just mean more older people. It also means children stay at home longer, people get married later, often more than once and more people live alone. Women are becoming increasingly busy at work. New arrangements and frameworks for socialising in the home, in the community and at work are reflecting all these changes.

Growing prosperity is making people constantly more mobile, raising intractable issues about transport and environmental sustainability. Being richer, people want more

space to live in, and as people retreat to the private space, the public space can become neglected. But despite all these changes people still want to live in places, not spaces. They are not content with luxurious but anonymous barracks. The atmosphere of the neighbourhood is still important; not just that it is clean and tidy, but that it feels safe. The landscape must give aesthetic and other pleasures. People still want to know other residents in their neighbourhood. Many adults still live less than fifteen minutes from their parents and siblings. The importance of grandparents has grown, because they are fitter and wealthier and, with both parents working and more single parents, their help is needed more than ever.

Nurseries and primary schools, like St Aelred's, Osbaldwick, Derwent and elsewhere, are key locations, not just for education, but also for neighbourliness and conviviality, for the children and the parents, who may remain friends long after the children have parted company. By far the largest increase in voluntary neighbourhood activity in recent decades has been school governorship, now more than 400,000 people nationally with onerous management responsibilities requiring real professional skills. Public services must also be high quality. In short, people still want to live in a neighbourly neighbourhood.

Since our focus is on people and process, we want to reflect these changes as well as continuity, in the physical developments we propose for the site and, equally importantly, in the processes to involve people in the procurement and eventual management of the new communities, building on existing communities in Osbaldwick, Tang Hall, Heworth and Meadlands. Since we would, in a way, be mirroring the process that created New Earswick, we have provisionally called the new development New Osbaldwick, but there may be alternative suggestions.

In order to achieve this vision we are proposing:

- A local Community Trust as a vehicle for ongoing consultation and involvement of local people in the building process and in the eventual management of the communities enlarged by the new development
- A Mutual Aid Compact
- A controlled approach and a thorough consultation process about the pace and scale of development
- A design that builds in Mutual Aid
- A design code for the phased development of the site
- A safe and secure environment with priority for pedestrians and cyclists
- A landscape that retains the traditional forms and current uses of the site, while greatly improving the quality of the private and public open spaces, including a highly collaborative approach to public art
- A strategy for strengthening the local economy which reflects the 'new economy' and does not just concentrate on short term jobs in the building industry
- Reducing the use of energy and natural resources and creating greater efficiency and higher standards in construction
- A strategy for 'intelligent' homes and 'intelligent' community services which maximise the use and benefits of IT, without producing 'home rage' against unwanted technological complexity

Creating a stable and sustainable community

What makes a community?

- Stability of residence
- Multi-generational residents
- Regular contact with family and friends, in person as well as on the telephone and visits in the car
- Proximity to
 - training and work
 - child care
 - schools
 - transport
 - shops
 - places of worship
 - community and leisure facilities
- Elimination of 'stranger danger'
- The practice of Mutual Aid
 - reciprocal help: you do something for me and I'll do something for you
 - common interest: shared cooking, football teams, etc
 - altruism: I do something for the community because I feel good about myself

The word community, while always referring to what people have in common is employed in many different contexts. It is used for example to describe people who work together, or those who share a leisure interest. But the most ordinary use and the one here adopted is when community refers to place.

Stability of residence is the first building block of a sustainable community. Those who stay in Osbaldwick, Tang Hall, Meadlands or anywhere else over a period of years feel they belong there, have a bond with others who do the same and a strong fellow feeling for the place, which has been expressed in participation in the community panel. These feelings are strengthened in multi-generational communities. Older people are the guardians of the daytime and children are the vital seedbed of community. They bring parents together to create bonds on which other networks can be built. Friends and family in the neighbourhood creates a further bond when people need help. If the need arises unexpectedly because of a sick child or a sudden shortage of money, help needs to be at hand.

Proximity to grandparents and adult siblings gives parents childcare support and enabling them to go to work without anxiety. And on a wider level, Mutual Aid in the community at large builds trust and creates social capital through daily acts of reciprocal help, common interest, and altruism.

To create these building blocks, the development would build on the strengths and needs of current residents from the area. People from the surrounding communities could move into new homes to meet their housing needs or changed circumstances. Sons and daughters of current residents could remain in the neighbourhood by moving into the new housing while family, friends and colleagues who have moved away could return. The range of housing and tenure options would be enhanced and expanded. The Community Trust, described below, working with data on individual and community needs and propensities to give of time and talent, would manage the practice of Mutual Aid

through allocating resources, encouraging and developing local talents, and communicating a community vision and identity.

Sybil and George Braithwaite had moved into their Council house in Fifth Avenue soon after they married and had brought up their family of two sons and a daughter there. During the 1980's like many others they had exercised their right to buy but towards the end of the century, with their children living elsewhere, they found themselves in a house larger than they needed. Little did they think when they attended some of the consultation events back in 1999 and expressed their opposition to the land being developed that they themselves would end up occupying one of the new homes.

Like many others living in the area they had been alarmed at the prospect of outsiders moving in alongside their settled community. "We could only picture problem families, neglected gardens and abandoned cars," chuckles George. "Not a community of people like ourselves!". "Our old house was too large," continues Sybil, "and maintaining it was getting a bit much for George. We don't have to worry about that sort thing any more, and we still have an extra bedroom so we can put people up from time to time. It was nice to be able sell our old house to a young family who had been renting elsewhere in York - help them on to the next rung of the housing ladder. We've stayed in touch with our old neighbours and they really appreciate the new blood that's moving in. Fifth Avenue was in danger of becoming a street full of geriatrics and the new development has helped in getting a bit of life back into the whole area".

New Osbaldwick has provided the opportunity for George and Sybil's daughter Sue to move back to the area. "With the money we made from selling our semi-detached house in Leeds we were able to buy a three bedroom detached house only a short walk from my parents," says Sue. "Naturally with three children we were concerned about education but all of the schools in the area have benefited

from the investment that the development of New Osbaldwick has brought about and we have no complaints. They are very much at the heart of the community and we've made lots of new friends through school."

Richard and Sarah Marshall were living in a four bedroom house in a new development outside York. "The house was very nice," says Sarah, "but everyone kept themselves to themselves and there was no sense of community. Most people saw the place as just another step up the home ownership ladder, not somewhere to put down roots." "We saw the television programme about New Osbaldwick when it was first shown," adds Richard. "We had been thinking about moving and we both felt that it could offer what we had been missing. Naturally we had reservations about somewhere that had people renting homes as well as buying them but we needn't have worried. Everyone here cares about the place and feels a sense of ownership."

All in all the enlightened approach adopted at New Osbaldwick has brought together a diverse mix of families and individuals, and has provided a supportive environment for many who would otherwise be living isolated from family and friends.

Billy Horsfield has learning difficulties and was living with his parents outside York. He found it hard to make friends or get out of the house. He is now living semi-independently in a small flat in New Osbaldwick, part of a development carried out by a housing association that works with people with special needs, and is working in the cafe at the resource centre. "Moving here was the best thing that could have happened to me" says Billy. "I have a life of my own and my job at the cafe means I meet lots of people."

Nellie Burton also lives in specialist accommodation provided by a housing association. Now 91, she has lived all her life in York. Her sheltered flat overlooks the linear park that runs through New Osbaldwick. "It's wonderful here" says Nellie. "I still have my own flat but help is there

if I need it. I can't get out a lot these days but I don't feel shut away in the middle of nowhere. There's always something going on. Our lounge is used by lots of groups, not just us oldies. When the weather's nice we sit on the benches in the park. People are so friendly and stop and chat".

The Mutual Aid Compact

Mutual Aid is at the centre of our vision for the community, so how does it work?

Mutual Aid is the practical expression of the values of community and neighbourliness. The first and most humble expression of Mutual Aid is of more or less simultaneous reciprocity between two people. A looks after B when B is ill and B looks after A when A is ill. The second and less humble expression is time-lagged reciprocity. The most fundamental time lag is when a parent looks after a child. It is at the time mostly one-way aid. But there can be some return of care and feeling later on when the child looks after the parent. Mutual Aid in the prime of life is a repayment of the debts incurred in childhood and a down payment on the care that might be needed in old age. Friends and neighbours might help one another too with no immediate return, but with a strong implicit presumption of help to be returned in the future.

The third and still less humble expression is where mutuality becomes multilateral. A helps B. B helps C. C helps A. This multilateral Mutual Aid can be stretched, say, from a few people in a savings club to include millions of people who are unknown but, though unknown, contribute to the welfare of each and everyone of us. It has featured strongly in working class communities in friendly societies, sick clubs, slate clubs, co-operative societies and trade unions.

Though it has dwindled in many communities since the Second World War, the spirit of Mutual Aid has lived on in enterprises such as credit unions and LETS schemes. Eighty seven per cent of adults living in Britain are members of clubs and societies. On those foundations Mutual Aid can again be embodied in tomorrow's communities.

The Mutual Aid Compact, an informal "contract" pioneered in Bradford and elsewhere, is a recognition that re-establishing yesterday's engrained social relationships now needs a little formal help through marketing techniques. Concepts need to be turned into attractive "products". People need to be engaged before being asked to buy.

Designed to make real and concrete people's commitment to help others - not rule-forming but custom-creating - the Compact gives people responsibilities as well as rights.

Everyone who moved into the area would be asked to sign the Compact. There would be no coercion or any penalties for those who did not sign or did not comply having signed. But those who did sign would be creating a habit that others would follow. The offer of help when you needed it would also act as an incentive, as would the wish to know and help neighbours, friends and family nearby. The combination of habit and incentive would create a custom in New Osbaldwick as it has in other areas, like Manningham, where it has been implemented.

If the New Osbaldwick community is based on mutual respect it will be:

- **A place where there is respect for other's property, where all crime affecting people and property is kept to a minimum;**
- **A place where there is respect for the environment, ensuring that it is clean and that public areas are kept in good order;**
- **A place where there is respect for people's different cultures and lifestyles;**
- **A place where there is respect for open spaces which are safe and pleasant for children to play in and young people and others can meet;**
- **A place where people already know, or get to know and support one another, especially providing support to those in need of the greatest assistance, such as the old or disabled.**

I am willing to make a contribution to the mutual aid needed to create and sustain this community.

I am willing to help my neighbour, or someone else living nearby, with practical support for things they cannot do easily for themselves, by joining a group dedicated to giving this practical support.

I am willing to make the annual mutual aid commitment to this community, identifying what I can offer to the community, and what support I need.

Signed by all adults in the household

Date

"I always thought the Compact was a great idea," remembers retired accountant Charlie Potter. "Especially because it was voluntary and stemmed from the community. You never get anywhere by forcing people to do things. People have to feel a sense of responsibility, pride or shame before they do things. But the Compact came real for me when I got all that help with looking after my wife before she died. Some people cooked for me, others sat with her while I had a break, that kind of thing. It was a sad time but at the same time I felt very close to everyone. I felt as if I should give something back to the community so I decided to become a Trust member, and I've been on it ever since."

Ben Trotwood now 29 was a teenager when the Trust was established and remembers when the first residents who moved into New Osbaldwick signed The Mutual Aid Compact. "At the time I didn't get what it was all about. Everybody was asked to sign this big card that looked a bit like those giant cheques people get when they win the lottery. But it was a good excuse to have a party. It was a nice day I remember, we had a face-painter, bouncy castle - that kind of thing. I can't really say whether not having it would have made any real difference to the community, but when you see the Compact up on the wall in the Resource Centre with everybody's names on you always have a look for your signature and the meaning of it all does come back to you. It reminds you of where you're from and what others have done for you or for your mum and dad over the years."

George Braithwaite remembers being a bit suspicious when first asked to sign the Compact. "Well you should never trust these London types who come up and ask you to sign things," he jokes. "But when I read it and that stuff about respecting other's property and being decent to people, well there in black and white was what I'd been going on about for years. You know, how different things were before and how this country needed a bit of discipline. But with the Compact there was no excuse - if you'd signed then you were saying you'd do your bit. Of course you've always got kids up to mischief but parents now feel a bit more

responsible for them, as if they've made a promise."
"George thought it was a great idea," remembers Sybil "which is unusual for him because he's never usually got anything good to say about the council or whoever it was behind it. It certainly stopped him ranting about how nobody was doing anything."



The Community Trust

Apart from local residents and those who move into the new homes, who would be involved in the Community Trust?

- local churches, the mosque in Tang Hall and other faith communities
- schools
- local doctors and other health services
- the police
- local businesses
- voluntary and community groups
- youth groups
- sports clubs and arts groups
- groups for older people
- environmental groups
- parish councils and neighbourhood forums
- City of York Council

In order to make the Mutual Aid Compact work, there has to be focus, a place where people can come together, deciding on what needs to be done, who is willing to do it and how. So we are proposing a new Community Trust.

The Community Trust would be established as a representative forum for Osbaldwick and its surrounding communities. Its members would be a diverse group of people elected by their peers for their commitment, enthusiasm, skills, and capacity to contribute to the community through innovative and entrepreneurial activity.

The Community Trust would primarily act as a "sounding board" for the development role of the Joseph Rowntree Housing Trust. Working in partnership with other "stakeholders" including those identified in the Directory of local groups already prepared.

The Community Trust would have clear terms of reference. It would contribute to the preparation of the masterplan, have a say in controlling building, and determining the scale and pace of development. As New Osbaldwick established itself as a community, the Community Trust would act as custodians of the Mutual Aid Map, updating it as necessary, and the Mutual Aid Compact. It would also hold the spiritual deeds to the land, responding to and representing environmental and other local concerns (of Osbaldwick and the other surrounding communities) in decision-making about the use of the land.

Because the new development must build on what is already there if the community is to grow organically and be sustainable, the Community Trust would begin by using a postal survey to draw a Mutual Aid map of the local communities identifying existing levels of community self-help, neighbourliness, support networks of friends and families, and willingness to volunteer. The map would build on the work already done by the consultation panel and the mapping of community activities and organisations. It would chart local people's knowledge of and involvement in the identified community groups and activities, formal and informal, identify areas of concern to local residents, local stakeholders, potential volunteers and entrepreneurs to develop community life and activities. The Trust's bird's eye view of the community based on hard data would mean that social resources could best be allocated in answer to identified needs.

Billy Horsfield, a young man aged twenty-seven with learning difficulties, was asked by the Trust to work in the café at the resource centre. He'd originally expressed an interest through the Mutual Aid Survey in helping out in the community. He said he liked doing things for people, like making cups of tea for his elderly neighbours. "When the Trust asked me to work at the resource centre I thought it was fantastic. It's good to see so many people you know everyday. And I get paid for it. It's my first proper job."

Max Hulme and Amy Trimble, partners who'd studied at York University, became enthusiastic Trust members when they decided to build in New Osbaldwick. "I'd read a lot about community building and all that in my studies", recalls Amy. "So when I saw the advertisement to become a Trust member I thought it was a chance to put some of those ideas into practice. It was a bit scary at the start because we all had to deal with these legal issues about land management but with a lot of support and outside guidance we soon got to grips with it. The really interesting stuff was dealing with the community and working out what was needed and what resources – people's time and energy more than anything – we had." "I was dragged along at first," confessed partner Max. "But the idea soon got hold of me. I was a bit worried about playing God, or gods in the Greek sense, through intervening in people's lives. But I then saw it more as facilitation, or matching up what people said they could do for the community with what others said was needed."

Keith Mullan, a divorced middle-aged man, thought the Trust was "another bloody committee effort" until he was asked to come along to one of the meetings by a friend. "The thing was, the local kids had been saying they wanted a proper football team to compete in the under 11s league. My mate on the Trust knew I used to play a bit and was trying to get me out of the house because I was drinking a lot and generally feeling sorry for myself. So I went along to their meeting, which seemed a bit of fun actually, and they asked me what I'd need to train a proper team. They said there was some money for a kit for everyone and then let me get on with it and to come back if I needed anything else, posters to get kids interested and things like that. Well I got the team going and in our third year we won the league! That was a special year mind you as we had Wayne Enfield playing for us. Of course, he's on Leeds United's books now."



The New Osbaldwick Community Trust would contribute to both the physical development of the land and also the social dynamism of the community. Training would assist Community Trust members in their management of the physical and social development processes. A focus on "hard skills" would firstly be needed. This would relate to issues such as land management, legal concerns, details on financial liabilities, etc. The programme would ensure that all Trust members were qualified to deal with any issue likely to arise in the context of land management both through the early stages of development and also in the longer term.

Many Community Trust members could become community entrepreneurs - people who make a difference amongst people they know in the place they live. Examples include parents who have formed nurseries and homework clubs, religious organisations that have cared for older and sick people, and young people who have organised sports tournaments or community festivals. A community entrepreneur development programme would provide inputs on fundraising, marketing and publicity, feature case studies on how projects elsewhere were set up, and help

participants to develop action plans for community projects. Trust members, and others from the community, would then meet to discuss each other's projects and learn from their experience.

Many people find the content and process of traditional committee meetings dull and bureaucratic. Minutes, agenda and the rest are not an exciting way to spend scarce leisure time. A new management method is therefore proposed for the New Osbaldwick Trust based on the principles of Action Learning. The focus of meetings would be on action taken on real problems rather than theory or proposed plans. Action Learning is also developmental with participants learning about themselves and others through the discipline of accurate self-expression, listening, dialogue and supportive input.

The Community Trust would not just be a talking shop. Its focus would be solving problems and getting things done. Our hope therefore would be that it could, by and by, take on aspects of neighbourhood management – looking after the environment, care of older and disabled people, community activities. It could become the umbrella group or holding company for a resident services organisation, creating the possibility that people who provide services to local residents would be local residents themselves.

All Trust members when it was first formed took part in a rolling Community Entrepreneur Development Programme to assist them in their management of the community building process. Here are some anonymous comments from the feedback sheets:

"It was a good mix of straightforward instruction – the do's and don'ts of fundraising for example – and insight



into how people had set up their own individual projects elsewhere in the area."

"The visits to North Kensington and Bradford gave us real confidence about what we could achieve."

"I liked the focus on action. If the programme taught me anything it was how planning and talking about things can only take you so far. You have to start doing things and then reviewing what you'd done to develop understanding."

"The guest speakers, and project visits, were well chosen because they were all things we could relate to. I think it will give everybody a bit of inspiration to get on with doing things for New Osbaldwick."

"It was nice to know that what I've been doing for years has got a fancy name. Now I'm going to put Community Entrepreneur in my passport rather than Housewife!"



Rebecca Simpkins, a single parent, wanted to start up a LETS scheme but didn't really know where to start. She went along to one of the Trust meetings with her idea and gradually got more involved with other projects as well as her own. "The first thing I remember about the meetings was how everybody contributed what they knew about LETS. Some of course knew more than others, Charlie was a great help for example, but the point was that everybody had something to offer so that by the end we'd put together an action plan of what I needed to do. I'd then go away and start to do things and report back at the next meeting where the whole process would start again. Eventually the whole thing started to take shape and now it's been going for 3 years. The most important thing though was what I learned about myself and from others. I feel I've developed a lot through working through those initial problems."

Charlie Potter, a retired accountant, felt he could usefully contribute some of his professional knowledge to the Trust but found himself learning a lot about other things as well. "Being on the Trust wasn't what I was expecting at all. There was this formal side to things dealing with finance and the like but then we'd have sessions – Action Learning Sets they were called – where people would talk about various projects they were involved in and everybody else would chip in with their bit. It wasn't a free-for-all, everyone was quite disciplined but there was a lot of energy at the same time. With the facilitator's help, I learned to quiz other people's perspectives and assumptions, my own also, and to develop a better way of communicating which involved bringing the best out of people."

Continuing participation

Our approach to participation is based on the following:

- Be visible and accessible.
- Create an appropriate framework for consultation and participation and a neutral forum for debate.
- Ensure that all parties have the information they need to make informed decisions and that individual and personal aspirations are seen in relation to wider interests.
- Carefully analyse and synthesise to identify a realistic framework for the later stages, to ensure that expectations are not raised unnecessarily.
- Adopt forms of communication that will reach all sections of the community.
- Use a range of consultation techniques, both formal and informal, to gather opinions.
- Provide opportunities to participate through facilitated workshops and 'hands on planning'.
- Present ideas in an appropriate and accessible form.
- Arrive at a shared 'vision' for an affordable, achievable and sustainable programme for implementation.

We would continue and develop the programme of consultation that has been started and ensure that all sections of the community including new residents can contribute to the development of a physical, social, economic and environmental masterplan for New Osbaldwick. Participation would continue right through the implementation of the project, involving regular monitoring and review, and into the long term management of the new community.

"George and I went to all the public meetings back in 1999" recounts Sybil Braithwaite "We'd been very concerned about what might happen. They were very frustrating affairs, I can tell you, no one had any answers to our questions! George got on to the consultation panel that was set up to help chose the masterplanners. We were still dead against any

more homes being built and all we wanted to do was stop it happening."

"But when I got involved in the consultation panel I began to see that it might not be as bad as we thought" interrupts George. "Some of the firms we saw explained how we could have a real say in what was being planned. The masterplanners that were eventually chosen set up a whole series of events that allowed us to talk about our concerns. They were happy to listen to what we had to say. They always had time to explain things we didn't understand. The meetings weren't the usual talking shops. The consultants had ways of getting everyone to get express their concerns even if they weren't confident about speaking out in public." "Not a problem you've ever had dear" laughs Sybil.

"I started going along with George and some of our neighbours from Fifth Avenue and we began to quite enjoy the nights out" continues Sybil. "They were interesting and fun and we got to know people from other areas. We set up 'steering groups' for different issues and a 'shadow' Trust Board. And it wasn't just local residents. All of the local voluntary organisations were involved, churches, schools, the local doctors, some of the shopkeepers. We also brought in people from further afield if they had the kind of knowledge and experience that we needed to help us decide on things."

"Best of all we started going on coach trips to other places so we could see the sort of things that the consultants had told us about and we got to talk to people like ourselves about their experience of it. I remember going over to Bradford to visit residents in Manningham who had been the first people in the country to sign up to a Mutual Aid Compact and the Royds tenants who had taken control of their neighbourhood and were responsible for deciding how millions of pounds should be spent improving their area."

"Down in Dudley we visited residents on the Wrens Nest Estate who had had very long back gardens and had got



together and created a shared garden where they grew fruit and vegetables and children had places to play where their parents could keep an eye on them. Of course that's how it works here now but at that time it all seemed a bit - what's the word you used George?" "Utopian." "Right, Utopian. But it really works and we realised that was where the Rowntree Foundation people got it from. You know, they had created New Earswick a hundred years earlier."

"We also had 'action planning days' and everyone worked around plans and models with the architects and the developers to produce ideas." "Nothing was forced on us" acknowledges George. "Everything was talked through. Not everyone agreed on everything but at the end of the day we got something most people are very happy with and we can all feel proud of."



Controlling the scale and pace of development

The form and scale of the proposed development and the sequence and speed of building work would be determined by local people in partnership with the other stakeholders in the Community Trust, not by the demands of the house-building and development industry.

Given this approach, we have not produced a definitive housing layout or mix of dwelling types and tenures. We have suggested a development framework indicating areas where 'clusters' of homes could be built. The framework has the capacity to accommodate anything between 300 and 600 homes. A development of approximately 430 houses and flats is assumed for this submission. Homes would be predominately two-storey, three-storey where the type of housing and the location warrants building slightly higher.

The figure-ground diagram alongside indicates how the development continues the scale and density of surrounding communities.

The Community Trust would work with the Joseph Rowntree Housing Trust allocating plots to private house-builders and developers, housing associations, and individual self-builders and co-operatives. Development would be in accordance with the design codes defined in the Masterplan. The Community Trust would also ensure that the mix of housing types and proposed forms of tenure were consistent with the needs and aspirations of its stakeholders.

Indicative dwelling mix

72 No 1 bedroom flats

36 No 2 bedroom flats

104 No 2 bedroom 4 person houses

140 No 3 bedroom 5 person houses

80 No 4 bedroom 6 person houses



Initial development would be determined by local people through the Community Trust, working in partnership with the Joseph Rowntree Housing Trust, during the masterplanning process. The process would be adapted as needs and opportunities changed. Each section of the development would be 'complete' and fully functional at the end of every stage. There should be no 'ragged ends', exposed 'backs' or areas of open space that cannot be supervised.

The construction of later phases would have minimum impact on residents' enjoyment of completed areas. In particular, contractors' vehicles would be kept well away from where people are living, assuming access for construction traffic from the north along a temporary road created along the edge of the school playing fields. New landscaped areas within the development site would compensate for any loss of amenity space during the first phase.

The adjacent diagrams illustrate a possible sequence that initially involves building onto the exposed 'backs' of the existing homes on the western edge of the site, and constructing two important new community facilities - the library and development trust building and the resource centre. It would also create the ecology and activity areas on the eastern edge of the site where the resource centre is located.



A second phase would build 'clusters' of new homes adjacent to the new landscaped areas along the Beck, establishing a convenient and attractive new pedestrian route from the new library and development trust building at the end of Fifth Avenue, past Temple Avenue and through to Osbaldwick Village beyond. The third phase would build the remaining housing along the western and southern sides of the site, and create a further section of the linear park eventually stretching across the whole of the site along the line of the buried electricity cables. The final phases would complete the linear park and the homes towards the top of the site adjacent to the playing fields and the existing houses on Meadlands.





"We'd been very concerned when we heard it was all going ahead" confides Sybil Braithwaite. "We thought those builders who had put up those terrible houses in Strensall would turn up next week and build hundreds more just like them on our doorstep. But it didn't happen like that at all" she continues. "The masterplanners we chose came along to the consultation panel and explained how we could all be involved in deciding how many houses should be built and where and who for. We set up 'steering groups' for different things and most of the people who had been coming along to the consultation panel meetings stayed involved and a lot more people started to get more interested."

"On our group" she continues, "we talked about how we could get the new homes built and it was agreed that we needed to set about finding a builder who we would like to work with. Then we set up a 'selection panel' and put advertisements in magazines inviting 'expressions of interest'. We had lots of responses and drew up a shortlist of firms we thought looked promising. They came along and made presentations to us and we went and visited places that they had built and talked to people who lived in them. And very revealing it was too!" she laughs. "In a couple of cases they had made lots of promises to residents about what they would provide when they were trying to get selected and then had back-tracked on almost all of them. People felt very let down".

Very early on in the masterplanning process Besthome Developments were invited to work in partnership with the Trust. They were locally-based and had a good reputation for building both homes for sale and for rent. They had demonstrated a commitment to innovation and to meeting Egan targets. They had also shown the greatest willingness to work with the Trust in what most developers saw as an unorthodox way. They were also prepared to take a longer term view of the return they would make on their investment. Most importantly local people felt they were a company they could trust.

Their managing director Jill Brassington remembers the early meetings. "We were very nervous. We weren't used to being quizzed by local people. There's no pulling the wool over their eyes I can tell you, although one or two of the opposition tried. We had to jump through all sorts of hoops to get selected but at the end of the day we were delighted to be chosen for such a pioneering project. And it did no harm at all to our profile in the development world. Quite the contrary!"





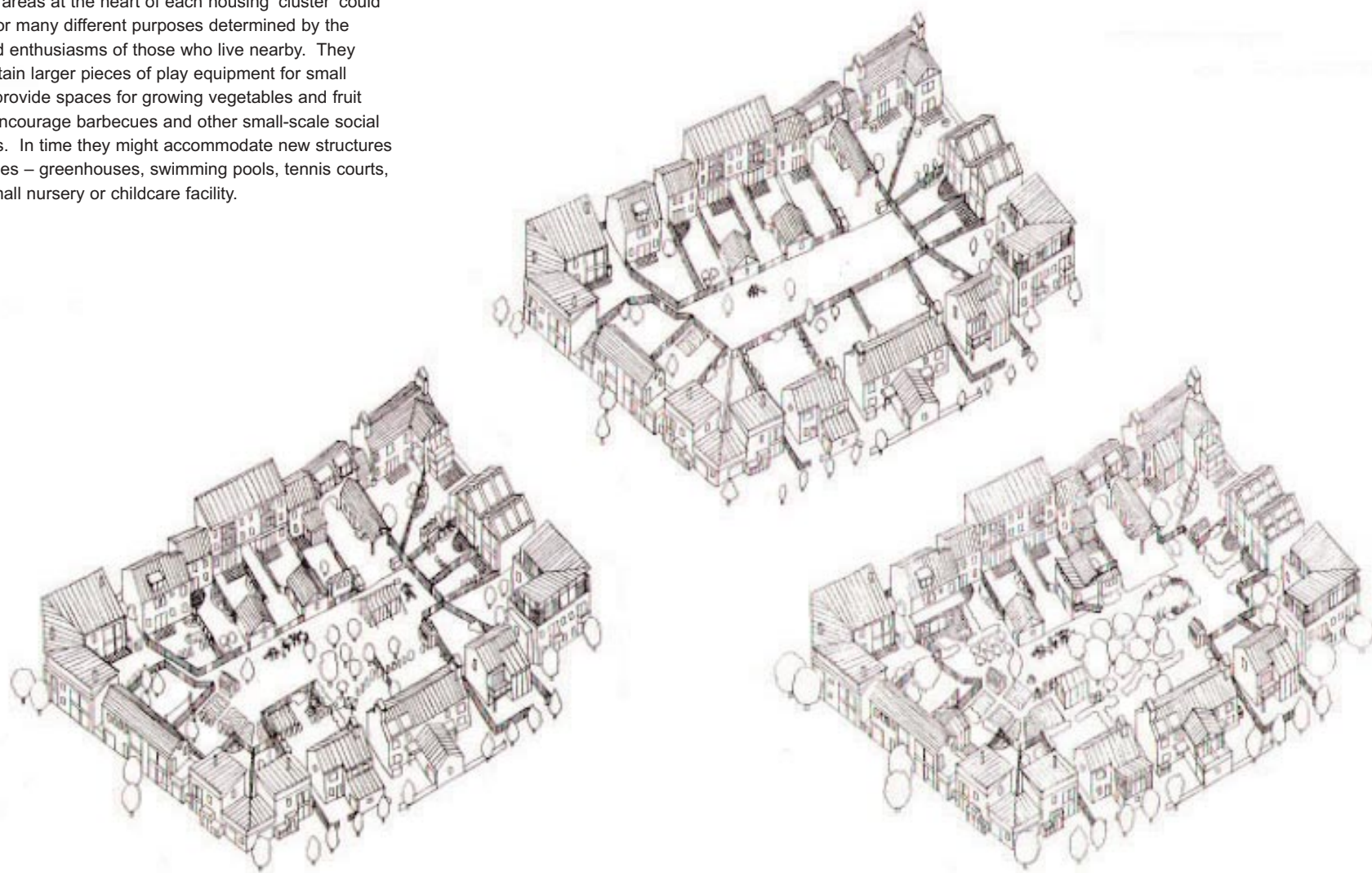
Building in mutual aid

Creating a spirit of neighbourliness through the practice of Mutual Aid is central to our approach to the development of New Osbaldwick. Two community buildings are proposed in the initial phase of building to support Mutual Aid with physical resources. These buildings would be accessible to people living in the wider community so that the benefits of New Osbaldwick's community activity could spread to other areas over time.

Further building and adaptations would be part of an organic process of physical and social development. Initiatives would not be forced on people but would emerge naturally in response to local needs and desires. The 'clustering' of new homes around spaces exclusively accessible to small groups of residents would foster a culture of sharing and encourage individuals to take the initiative in communal activity.

The positioning of homes in 'streets' where pedestrians and cyclists have priority will ensure that neighbourly space is not confined to the housing 'clusters'. There will also be a range of attractive and useful landscaped areas, and spaces between groups of dwellings where children can play safely together and adults can meet.

The open areas at the heart of each housing 'cluster' could be used for many different purposes determined by the needs and enthusiasms of those who live nearby. They could contain larger pieces of play equipment for small children; provide spaces for growing vegetables and fruit bushes; encourage barbecues and other small-scale social gatherings. In time they might accommodate new structures and facilities – greenhouses, swimming pools, tennis courts, even a small nursery or childcare facility.



Space would also be provided for uses and activities not easily accommodated within people's homes. For example, a small workshop to facilitate DIY or hobbies such as boat-building; storage for large objects infrequently used; a place where cars and other mechanical things can be repaired; a room for a homework club or other after-school activity; facilities for teleworking for the increasing number of people working from home. These spaces would be on the perimeter of the 'cluster', accessible from the public realm yet locally controlled to maintain security. Spaces might be adapted and extended over time to accommodate small businesses providing services to the local community - a car-sharing scheme, or gardeners' market.



The recycling of waste and unwanted objects also has a role to play in developing a shared sense of social and environmental responsibility. Residents would be required to separate out different categories of waste and deal with it in different ways, avoiding the need to make all homes accessible to a refuse vehicle. Vegetable waste might be taken to a shared compost heap. Newspapers and other items with a recycling value might be collected by local voluntary organisations. Unwanted furniture and electrical items might be repaired and refurbished before being passed on. Similarly clothes and toys could find new homes. Individuals and families would co-ordinate and manage these shared facilities and activities at a micro level while the Trust would remain responsible for the overall provision and for resolving any conflicts that might arise.



Barry and Mandy Johnson and Peter and Jill Hutton both have young families. "When we first moved in there wasn't the level of 'joining in' there is now" explains Jill. "I got to know Mandy through school. When I got my part-time job at the Resource Centre she looked after Brett and Courtney for me. Then a couple of the other mums asked whether we were interested in setting up a child-minding project and we started to use one of the extra rooms that have been built in to the 'clusters' for communal use. When the numbers started to grow we were able to build an extension and an outside play area. As the kids got older we decided to use some more of the space for a homework club. It's great having these things here right on our doorsteps."

Barry is a keen gardener and got together with his neighbours to use some of the shared area for growing vegetables. "It works really well" says Barry. "Everyone brings their vegetable waste down and we share the job of looking after the compost heap. When we've got a glut of produce there are plenty of people to share it with."

Food is something that often brings people together these days, particularly in the summer. "It all started when we put a note through everyone's doors saying we were hosting a barbecue on the Saturday evening" explains Peter. "Most of the people living around joined in and brought out things to cook. After that they became regular events."

The annual New Osbaldwick Village Fete, has become an increasingly elaborate event since its origins as a fun day during the early days of the development ten years ago. Now there are so many attractions and sideshows the fete almost seems to have become the central focus of the social and recreational calendar of the village, with sports activities for all generations from BMX to bowls and events for the various leisure activity clubs which have sprung up in the village, including a flower show, various children's events and an evening cabaret. This is the occasion when the Resource Centre comes into its own as a real community facility, a place where people can get together

and make new friends. Conveniently situated between the playing fields and the bowling green in the park, the Centre is at once a sports pavilion, café, market hall and art exhibition centre. A large dome-shaped marquee has been set up in the playing fields in front, with flags fluttering festively from its numerous masts.

A ripple of excitement spreads from the crowd watching the cricket. There is only one over to go but Osbaldwick have equalled the visitors' score and one more run will clinch the match. Then Richard Marshall hits a four, the ball streaks over the boundary, and the burst of claps and cheers wakes Nellie Burton from her slumbers. Richard's wife Sarah beams with pride. "There will be celebrations in the pub tonight, Nellie." "Well make sure he doesn't drink too much, dear, remember it's his big night tomorrow. We can't have Hamlet with a hangover. The Osbaldwick Amateur Dramatic Society would never live it down!"

Adjusting for a changing world

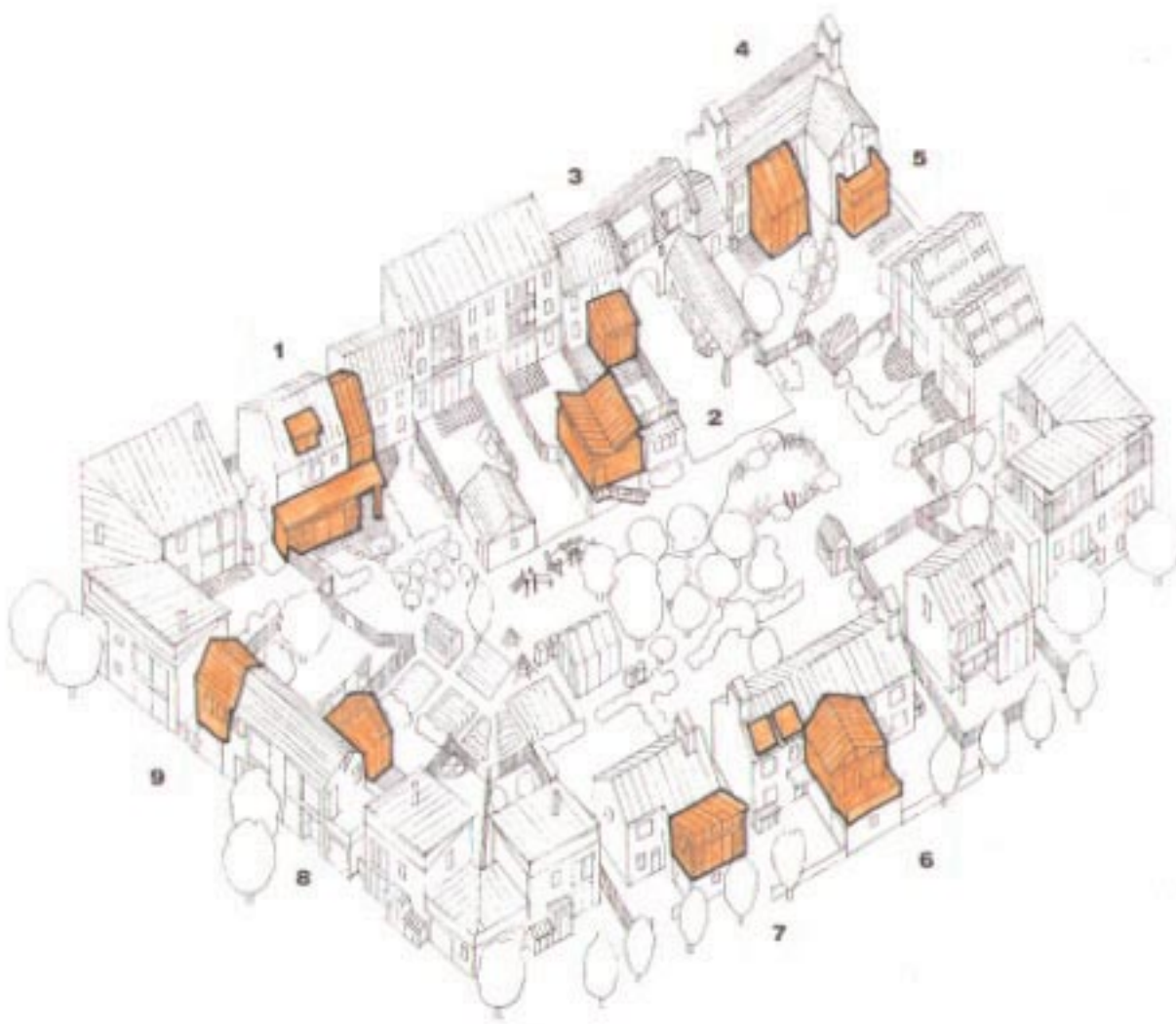
Plot-based planning would accommodate changes in household composition, personal circumstances, aspirations and lifestyles over the coming century. Using a minimum width of 6m, a detailed Site Development Framework and Design Code would permit a wide variety of dwelling types to be constructed within each plot with the capacity for organic adaptation and extension. Dwellings might be terraced, semi-detached or detached. Home Design Standards would ensure that dwellings accommodate contemporary patterns of living and permit adaptations allowing people to remain living in their own homes as long as possible if their mobility is reduced or they develop other health problems. The construction methods adopted would facilitate DIY adaptation and extension.



Plots would be 'clustered' around areas of shared open space. All homes would have private rear gardens. In addition there would be a protected zone around the shared open space, which could be used in a variety of different ways in negotiation with the Trust. Uses could include extra areas of garden or the construction of additional accommodation, either for the benefit of individual households or for communal use. In some situations additional development at the fronts of plots would be permitted.

Opportunities for adaptation

- 1 Loft conversion
Two storey extension to side of house
Single storey garden room and terrace
- 2 After school club constructed over garages
- 3 Single storey extension to rear of house
- 4 Double height sun space added to rear of house
- 5 Single storey sun space balcony above
- 6 Photo voltaic roof panels
Enlarged bedroom and balcony constructed over garage
- 7 Studio space added above garage
- 8 Family room added to rear of house
- 9 Additional bedroom added above garage



As physical and emotional life gets longer whilst working life gets shorter people's circumstances change. They become less and more prosperous, find new jobs and careers, sometimes when they don't want to, and have growing and shrinking families, which sometimes start growing again when new relationships are formed. All too often these changes over the lifecycle currently imply the need to move home, even if doing so is unwanted. It would be profoundly disruptive to children's education or the family's social networks. Not only that, stability of residence, which we have already said is the key building block of community, is eroded unnecessarily. People should have the choice to move if they wish, but they should not be forced to by physical or tenure constraints. We have already described how the physical form of homes and communal buildings could expand to reflect growing families, working from home or other changes.

The tenure choice could also facilitate changing circumstances while allowing people to remain in the neighbourhood. Homes for outright sale would be available and actively marketed amongst the friends and family of local residents, as well as more widely. This could include some produced using low cost home ownership methods. Social housing for rent would also be available and we would hope a community lettings approach could be taken to how those homes were let. Flexible tenure options, of the sort developed by Joseph Rowntree, could also be available. New forms of tenure, such as self-building and the savings and loans method being developed in countries in the South, could also be developed. The greater the choice of tenure options available, the more possible it will be to accommodate diverse lifestyles, whilst simultaneously facilitating stability of residence. That is the way to fulfil the demands both of change and continuity.



Andrew and Sonia Rees moved into a newly built three bedroom home at New Osbaldwick when Andrew's job was transferred from Lancashire. "The house was ideal", remembers Sonia, "Plenty of room for us and two good bedrooms for Charlotte and Ben. Mind you, we didn't really see much of them around the house in any case. They were young teenagers and they spent most of their time at the after school club or the Youth club at the Community Hall".

"But then we had an addition to the family", laughs Andrew. "Yes, the first of many", agrees Sonia. "It wasn't exactly planned, but eight years ago, along came Rory, and as you can imagine, neither Charlotte or Ben fancied the idea of sharing their room with a baby. So we decided to convert the roof space, and create another bedroom. It was actually fairly straightforward, as the house had been designed specifically to allow this, and Ben soon decided that he much preferred his new 'den' in the roof."

"Then the old dragon came to live with us, and after about a week I was ready to kill her", remembers Andrew. "That's no way to talk about my mother", gasps Sonia. "No, you're quite right love, I thought it was a good idea too, but she was used to her own space and after a month or so we realised that all living under the same roof wasn't going to work in the long term. Although Violet was still pretty independent then, her sight was failing, and we foresaw a time when she would need fairly constant care."

"None of us wanted to see her end up in a depressing nursing home at the other end of the country, so we decided that she should come and live with us, where we could provide the care she needed and the kids could see more of her. Once she'd moved in though we realised that the only answer was to build her a 'Granny Flat' alongside the house, so that she could retain her independence, but know that we were always on hand if she needed help. We dropped in to the Trust office to discuss the idea, and they recommended an architect who came around the next day to discuss the



possibilities. In the end we decided to convert the garage, as it was years since either of us had had a car, and also to extend it slightly at the back to provide a neat little bed-sitter and bathroom."

"I was all for calling in a local builder, but Terry, one of our neighbours, told us that because of the timber frame system with which our houses are built, we would be able to do much of the work ourselves, saving quite a bit of money in the process. I jumped at the opportunity, and although we had to get a plumber and electrician in, we did most of the labour ourselves". "With quite a lot of help from the neighbours dear", grins Sonia.

"Well, yes, it was great how everyone pulled together, but even so, I got lots of satisfaction from it, and Violet's very proud of her new home. In fact, now that Charlotte wants her boyfriend to move in, I'm thinking about doing it again – there's all that unused space over the 'Granny Flat'! Sonia raises her eyebrows. "And while you're at it you can build me that conservatory you've always promised, can't you dear".



Creating a safe and secure environment

A safe and secure environment is essential if New Osbaldwick is to become a sustainable community. The practice of Mutual Aid would contribute greatly to the spirit of trust and neighbourliness that ensures all residents play their part in 'policing' a new community. 'Stranger danger' will be minimised as residents quickly get to know and recognise one another and understand their responsibility for intervening if other people or property is threatened. New residents will be welcomed when they move into the community.

The physical planning of New Osbaldwick is equally important for safety. Our development framework clearly distinguishes between 'public' and 'private' space and ensures that both can be adequately supervised. 'Fronts' of homes generally face each other across 'streets'. The 'clustering' of homes means that private gardens are protected and that access to the shared spaces at the heart of each micro-community is controlled. There are no exposed 'backs'.

Movement on foot, bicycle and car is concentrated on a small number of attractive and well-supervised routes generating sufficient activity to deter criminal and anti-social behaviour. There are no 'dead ends' or back alleys. All routes will be designed to give priority to those on foot and bicycle. Traffic calming measures will force cars and other vehicles to travel at safe speeds. There are no through routes for cars and no potential 'rat-runs'. As the majority of drivers will also be residents the inconvenience that these measures might represent will be accepted.

Jim Brinton is just starting an eighteen month sentence for a string of burglaries. "His mistake" chuckles David Chalmers "was trying it in New Osbaldwick. He'd done dozens elsewhere where people aren't so vigilant, but Mavis Ramsden noticed him from her flat across the way as soon as he began to behave suspiciously and called the police. She also rang a couple of neighbours in case she needed help before they arrived. That's where the 'telephone trees' we all have really come into their own. Before he knew where he was he was in clink."

"That's how it is around here" continues David's wife Sue. "Everyone looks out for one another. It wasn't like that on the 'rabbit hutch' estate we lived on in Leeds when we first married. We all know one another here, even those living on the far side. New residents are welcomed when they first move in and are introduced to a few people. And of course having kids in the local schools helps. Parents often meet there and friendships develop."

"And of course the design of the place helps" adds David. "The houses back on to one another and the gardens are well protected. It's virtually impossible to get to them except through people's homes. And out the front in the greenway there are no places for the local bad boys to hide and the houses on the other side overlook it too." Greenways are what people living at New Osbaldwick have come to call the landscaped areas which are designed for pedestrians and cyclists but along which cars drive very slowly.

"Although they spend a lot of time playing with their mates in our garden or in the area which we share at the back with our neighbours, we are happy to let our kids play out in the greenways too. Even the parkland areas are safe. There are plenty of other people about and the community wardens on bicycles are always on the look out. This is a great place to bring up children!"



Respecting the landscape and ecology

The fields, hedges and Beck that currently form the development site are known as the Metcalfe Lane fields. Over the years, local people have enjoyed informal access for dog walking and recreation across the remains of the ancient ridge and furrows. Wildlife has started to inhabit the hedgerows which were planted by 18th and 19th century farmers and sightings of a kingfisher along the Beck indicates that the water quality is starting to improve. The retention and enhancement of the ecological and amenity value of the site is central to the proposed masterplan layout and the landscape strategy. Parks and open spaces will be developed in consultation with the local residents.

The old hedgerows have established the pattern of routes and spaces that give access both to the new development, and also link the countryside beyond with the surrounding established communities. They form green routes that lead to the central linear park, the wildlife area adjacent to Osbaldwick Brook and the ecology park. In some instances, the more sparse hedgerows may be removed but with the old hedgerow trees retained. In other cases the hedgerows may be reinforced with new indigenous species whilst acknowledging their existing alignment.

The brief suggests that an area of 8 Ha would be appropriate and the proposed masterplan currently shows 7.5Ha, not including the communal gardens in the centre of each housing cluster.



The line of the central linear park is governed by the way leave associated with the high voltage electrical cables and power lines. Indeed this scheme would work whether the overhead power lines are buried or not. The central linear park could be designed for organised sports and activities. Adjacent houses would overlook the park and give good natural surveillance. The most notable examples of the ancient ridge and furrow and areas of wetland with associated flora could be managed to enrich the ecological diversity and developed as an ecology park. An interpretation centre could also act as a pavilion for sports pitches in the park adjacent. The Beck running along the southern boundary of the site has in the past suffered from pollution from agricultural run-off. A recent survey has indicated that the water quality is improving and the proposed linear park alongside could be managed to encourage a richer ecological diversity with opportunities for quieter passive recreational activities.



A clear hierarchy of public, communal and private landscape areas is proposed. Plots would be arranged around inner communal areas managed by the surrounding residents. These areas provide an opportunity to create a co-operative existence with communal facilities such as a greenhouse, composting, recycling, play areas, homework clubs, youth shelters, or indeed gardens or allotments. These form a semi private communal realm that is reached by controlled access from the dwellings. Surface water can be put to good uses. Grouping the houses increases the collection area, and rainwater can be discharged into the communal garden to help propagate it. Grey or waste water can be recycled, and some of it may, with additional treatment, be used for the communal green space as well. Surface water and treated grey water can also be diverted to the allotments we are proposing.

Hard landscape finishes would be drawn from a restrained palette of materials to reflect the anticipated uses, traffic and scale of particular elements within the development. Colour and texture would complement architectural finishes, enhance townscape quality and help reinforce functional objectives. Materials would contain a high proportion of natural aggregates and in particular locations, natural stone could be considered. The infrastructure would be developed in advance of the development plots. Design guidelines, drawn up in association with the community forums, would encourage the same approach to the individual developments.

A range of street furniture could be developed for the project, co-ordinated in terms of colour, form and finish. Where appropriate, particular items of street furniture could be designed and manufactured specifically for the project as integrated elements within the landscape. These could also form a part of the public art strategy with the design criteria based on simple, elegant form with stylistic longevity, robust manufacture and installation and durable finish with minimal/simple maintenance.



Lighting can create a safe environment and reinforce the sense of place. Illumination and accent could be provided by a range of lighting types including columns and lanterns, wall wash lighting, uplighting - particularly to plants, and integrated pavement lights in the more public areas. Criteria for selection should include: minimised light pollution and energy efficiency; simple, elegant forms, co-ordinated with street furniture and vandal resistance, for example using concealed luminaires.

Specific opportunities would be identified within the project as sites for the development of artworks. Artists and craftsmen could be commissioned to create each element in response to a brief prepared by the community and design team. It is also an opportunity to forge contacts within a young community and the public art implementation should take place at a stage when the communities have begun to establish. Areas for consideration include the design of railings and associated metalwork, street furniture, orientation and information signage, lighting elements, graphic design, and surface materials.

The external areas should be designed with a view to minimising maintenance. Environmental management would be part of the responsibility of the Trust. A management plan would be developed as part of the detailed landscape design process. This will set out the range of appropriate tasks required to ensure that the landscape can enjoy healthy establishment, development and maturity which will make a positive contribution to the local townscape throughout the life of the project and beyond.

When Mavis Ramsden's husband Jim was alive, together they used to walk the dogs across the fields that lay at the end of their road. They had watched the development go up on the Metcalfe Lane fields and had been concerned that their walks would be spoilt. "Well if anything the walks got more interesting. Jim was convinced there were a lot more birds around. He started to take his binoculars with him and started talking about joining the birdwatching club. And we got interested in how the flats that were being built overlooking the Beck were developing." When Jim died and their old house proved too much for her to handle alone, Mavis decided to move. "I bought one of the flats that me and Jim had watched being built by the Beck. I can still take the dogs for walks along the Beck and up into the new park and although I take Jim's binoculars with me, I can now bird-watch from my own sitting room! "

Whilst Richard Marshall was taking a break to prepare an after school snack for his son Tim, before returning to his office at the bottom of the garden, Tim was excitedly telling him about his day at school. "The teacher took us down to the new Ecology centre at the end of the park where there are some fantastic models of all the things living in the stream and boggy areas. We were given some nets and put on our wellies and went out into the park and explored for ages. I got really messy but caught tons of things which we took back and drew pictures of and labelled. Then we put them back in the water and were allowed to go and play in this amazing living tunnel maze place made out of growing trees and banks of grass. Can we go back there again, dad? It's open at the weekend..."

Toby Chalmers is doing his GCSE's and wants to go on to university to study something to do with nature or the environment. "When we lived in Leeds I used to spend all my time in my room playing computer games. There was nothing really to do around where we lived and my mother would never let me go out on my own because she said she was worried about me being run over. Last summer I was out all the time. Sometimes I would cycle over to the river with my friends Andrew and Rory and we'd spend hours there swimming and fishing. Mum says she's much happier with me cycling on the proper cycle paths. I also went on the bus to York every Monday to attend a summer school on ecological surveying. I suppose I got interested in nature by cycling to school through central park. I used to stop and look at the birds flitting through the uncut meadow flowers and hedgerows and wonder what they were. One day I got talking to the park ranger and she explained all about them. It was fascinating. She told me that she wants to put up some interpretation boards and next term some of my school friends are going to research and write the text as an environmental science project."



Getting about

Our proposals are based on a sound understanding of the way people now move around the City and the locality. Transport statistics show that people in York tend to use the car for commuting, shopping, and socializing. Proportionally fewer people in York commute to work by car than most places, some 46% as compared with 59% nationally. And in York 15% cycle to work, four times the national average. These trends can be built on to reduce car dependence in New Osbaldwick, encouraging movement by bus, cycle and foot. A public realm at New Osbaldwick would see movement on foot and bicycle take priority over other modes of transport. A hierarchy of routes would make daily life both convenient and safe. Communal and off-street parking would reduce the car's visual dominance.

Walking will be encouraged by ensuring people on foot can chat comfortably, stop and meet, without fear of cars. The parade of shops in Tang Hall, hopefully to be developed further as a local amenity, will be accessible by foot and bike along a route that is fully integrated within our overall design. People will also be encouraged to use buses. Bus stops need to be integrated into the overall pattern of movement, safe, central and easily accessible on foot. They should also be places where people can socialise. The local bus network would be extended into the centre of the new development, creating a node off the main public space, and giving the service a communal character.

Due to the city's size and topography, cycling is a well-established mode of transport in York. Though the existing Sustrans route into the centre is a great benefit, it does not encourage cycling to local points of attraction - local shops at Tang Hall, the University to the south, or nearby housing developments at Meadlands and Osbaldwick itself. Cycle routes are proposed to link these - routes that tie into the local context and link up with the long-distance route. To further encourage cycle use, homes will be designed with bike storage facilities at the front to free up space inside.

Cyclists would also be free to use the same routes as pedestrians but there would be a designated cycle path linked into the existing Sustrans route. Consideration would be given to re-routing a short length of the Sustrans cycle route running at the backs of the houses on Temple and Duke Avenue that has created major security problems. The old rail route could be given over to a managed nature reserve with public access restricted. The cycle route could be realigned further north.

In order to maximise activity, pedestrian and vehicle movement would generally be along the same routes. The majority of routes would be shared surfaces with a range of features and traffic calming measures to ensure that cars and other vehicles posed no threat to children, cyclists and pedestrians. In some areas this approach would be extended to create landscaped spaces between groups of homes where cars could travel only at extremely low speeds.

The absence of through roads means the majority of drivers in these areas would be residents. Only along the small number of roads that bring cars into New Osbaldwick would pedestrians and cyclists be segregated from motorists.

Car ownership could be reduced dramatically if a club car hire scheme were introduced. Likewise, there is scope to encourage home delivery, ordered in person, by phone or on-line, by providing secure storage facilities to receive

pedestrian routes



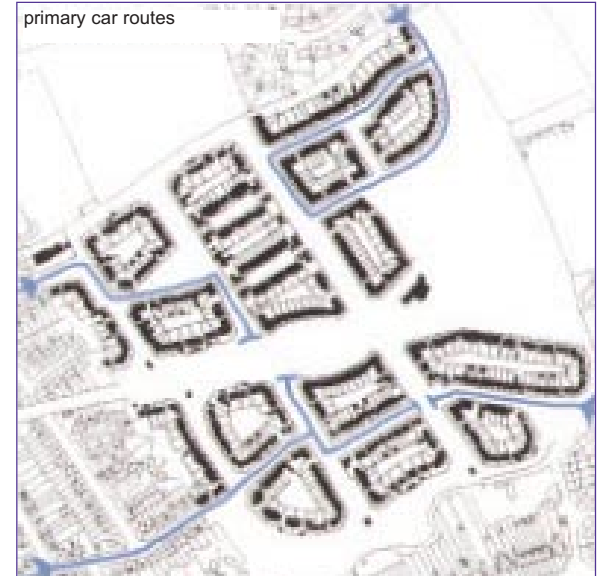
cycle routes



bus routes



primary car routes



goods when no one is in. These proposals taken together would provide a lower ratio of parking spaces per unit than is normally the case in comparable developments.

We understand the concerns that people living in the streets that provide access to the site have about traffic generation and have made a preliminary assessment of the impact our proposals would have on surrounding communities. Our proposal does not allow cars to travel fully through the site and the development will not encourage rat-running. Vehicle speeds will be restricted by traffic calming measures including:

- contrasting spatial enclosure,
- surface texture,
- traffic control

The survey carried out by City of York Council in November 1999 studied four housing estates within York and provides very useful data to show volume of traffic generation in areas such as Osbaldwick. The main finding from the survey was that during evening rush hour each home generated a total peak volume of traffic of 0.76 cars per dwelling. If the strategy we have proposed to reduce car dependency is incorporated we believe this figure could be reduced to 0.6 cars per dwelling. Applying these figures to our proposed masterplan of approximately 400 dwellings yields the following traffic flows:

No reduction strategy	400 x 0.76 = 304 car trips during peak hour
Reduction strategy	400 x 0.6 = 240 car trips during peak hour

Our suggested masterplan proposes splitting this traffic generation between four access points. This reduces the impact on each of the streets and means the increase in car movements is kept approximately to an additional 1 car per minute during peak hours.

The target figure of 0.6 cars per dwelling or below has been shown to work at Alan Baxter & Associates development in Poundbury where a target of 0.5 cars per dwelling during peak hours has been agreed with the local authority as part of the development plan.

This initial assessment indicates that the volume of traffic does not warrant special measures at junctions on roads leading away from the site but we are aware that there are particular concerns for the safety of children attending the primary school adjacent to the development on Fifth Avenue and believe that traffic calming will be required. We are proposing features outside the school that would give a high priority to pedestrians. Traffic calming here would be at its most intense, limiting speeds to the order of 10 mph for the length of route adjacent to the school.

"When I look back we used to go everywhere in the car, in fact our whole life seemed to be spent sitting in a queue but we just accepted it. We would use the car for every journey, to take the kids to school, to go to the doctors, to see Mum and Dad and even to go just round the corner for some milk. We were proud of our car and I must admit that we looked down on our neighbour who used to go to work by bus."

"We had heard all these wonderful ideas and visions about New Osbaldwick like how it was going to be a friendly community and you could let your kids cycle to school without being terrified" explains Sue Chalmers. "It all sounded great but thinking back I don't think we really believed it and to be honest at the time we just moved there to be close to grandma and grandad. But since we've been here all of our lives have been transformed, I never realised how trapped and isolated we were in our old house. We hardly ever use our car now and I can see changes in all of us as a result."

Instead of his old 45 minute drive to work when he lived in Leeds husband David cycles the mile to the station, parks his bike in the secure bike store and gets the train straight

into Leeds. It takes him 40 minutes and he says that he actually enjoys his journey. "It's amazing how much more you notice of the world about you when your cycling and you are much more aware of the life on the street. Sometimes on the way home I take a diversion to cycle through Central Park. It reminds me of when I used to cycle to school but if the cycle tracks had been as good then I wouldn't have ended up being knocked off on two occasions, once ending up with a broken arm." David has even started to cycle to the station with neighbour Barry Johnson and as a result of this meeting they are now talking about starting up a community cycle repair venture in one of the local workshops on Saturday mornings. They reckon they can employ one full-timer if it proves successful. "I still use the car sometimes but I'm so pleased that living here has given me the choice to travel in other ways. As a result, I've lost the paunch I was developing when we were in Leeds and I feel much healthier and more relaxed."

Sue's day starts by walking with Lisa and Robin to school before carrying on to her office in the centre. "When I compare Robin and Toby at the same age I feel a little sad. Toby was a little overweight and always seemed lethargic which I suppose was not surprising when he spent all his time in his room on his computer and rarely got any exercise. Robin by contrast is fit and healthy and into everything. He seems to know everybody on the way to school from shop keepers to the elderly and he is always chattering to his other friends as we walk along." Sue is one of the organisers of the walking bus which picks up school children along the way and delivers them safely at the school gate. "Once I've said goodbye to the children I either walk or catch one of the very frequent buses to the town centre. I do like walking through the 'greenways' but the problem is that I often get talking with Mavis Ramsden along the route gardening in her front garden and she's always trying to get me roped into one of her productions. Last year it was "Pirates of Penzance". If I'm a bit late I usually get the bus. They are so convenient now, you just wave your smart card past a detector when you get on and the

fare is automatically deducted. Luckily for me my employer pays my bus fare."

The only time we really use our car is at the weekends if we are going on a trip. We don't have to do the weekly visit to the supermarket as all our shopping is ordered on-line and delivered to our door. Come to think of it we don't even go on many trips anymore as the kids are so settled and independent here playing with their friends and helping with the community allotments and we are so involved as community representatives on the local authority transport steering group that we don't have the time or the inclination to escape. Our favourite family activity is to cycle off to the river for a picnic. It's funny how you get out of the habit of sitting in traffic jams!

Strengthening the local economy

Economic initiatives must extend beyond simply jobs in construction. We envisage a strategy that takes advantage of the following opportunities and needs within New Osbaldwick, which should be open to residents and as importantly, to people in the surrounding communities:

- establishment and administration of the Community Trust itself
- maintenance of buildings and the environment
- provision of services in the library, ecology and resource centres
- provision of services to other residents
- encouragement of social entrepreneurs
- development of interests and hobbies into small businesses
- home and teleworking
- E-trading and commerce
- local Intranet
- LETS projects
- a local manufacturing plant for components and materials to be used in the construction of new homes
- construction of new homes
- adaptation and extension of homes

Employment in the City of York is predicted to rise across a wide range of economic sectors over the period to 2006 and is likely to be concentrated in the higher skill categories – managerial, professional and technical occupations. An increasing number of these jobs could be based at home – the arrival of the digital, knowledge-driven economy having changed working patterns through technologies such as the Internet and e-mail. The development of New Osbaldwick would incorporate initiatives assisting local people in acquiring the skills, qualifications and personal confidence they need to take advantage of these opportunities. Homes, for example, would need to be 'intelligent'.

Richard Marshall had only been living at New Osbaldwick for a short while when he was forced into early retirement by the local authority for whom he had worked for almost twenty years. He and his family had been living some distance from York but had sold up and bought a new house in New Osbaldwick after learning about it on the television. "Naturally after twenty years I got a decent pay off but nevertheless it was a bit of a blow. Fortunately selling our old house and moving here had allowed us to reduce our mortgage and I was able to pay off the balance with my redundancy money" explains Richard. "Of course initially there is the euphoria of not having to get up and go into a dreary office. But after a few months I felt I needed to do something to earn a living and started to ring some of the companies with whom I had been dealing. One or two were very keen to get someone with my background to help them develop opportunities."

"At first I was working from a desk in the study," continues Richard, "but had to fight for the use of the computer with the kids. Being able to use the photocopier at the business support centre was a real bonus. I also got to know other people there who were working from home and Charlie Potter, who used to be an accountant, was an absolute treasure, helping me with my book-keeping and accounts. He'd lost his wife some months before and was a bit lost for a while. Neighbours had been really supportive and he was keen to put something back into the community. I think he keeps the books for quite a few people now."

After less than a year Richard had built up his consultancy into a full-time job. "More than a full-time job at times," laughs Richard, "but at least I am earning more than I was before and feel much more satisfaction. Building over the garage and creating a proper office has really transformed things, and having Rebecca come in a few hours a week do some typing has really helped." Rebecca Simpkins is a single parent who is doing an NVQ in business administration. She uses the skills she acquired previously as a hairdresser to trade in the community LETS scheme

but working part-time for Richard helps with her training course and she hopes that the experience will benefit her when she finishes and starts looking for an office job.

Keith Mullan works in the small factory down the road on the industrial estate that makes some of the components from which the new homes are constructed. Divorced, he moved to New Osbaldwick to be close to his children, having lived away for a while. The factory is a community-owned company established at the outset of the project to ensure that local people benefited from the inward investment that New Osbaldwick represented. Plenty of support was provided to help people acquire skills. Child care was not a problem either. "We always thought that the factory would close when the development was finished," comments Keith, "but because the houses were designed to be extended and adapted, and because families have got together to build new community buildings, there is still plenty of work for us. Best of all, because New Osbaldwick has been such a success we are supplying components for developments elsewhere."

Peter Hutton is also enthusiastic about the way homes at New Osbaldwick are constructed. Peter and his wife Jill were renting a flat from the Council elsewhere in York but moved to a three-bedroom house in New Osbaldwick after Peter had been working for a while with the contractor building the new homes. "It's a terrific system. Just a few people can put up a house in just a couple of days. What's more quite a few people have converted parts of their house or built extensions. I helped Richard Marshall build over his garage to make an office, and he got a couple other blokes to help him with the plumbing and electrics. It's not difficult to find people you can trust to do work for you - it's all there on our local Internet."

Debbie Pritchard is 18 and moved to New Osbaldwick with her parents. Having left school she did shop work in the City centre but has recently started working part-time with the Trust's landscape maintenance team and studying for a diploma in environmental sciences. "When I was at school all I could think about was leaving. The shop work was OK but the money wasn't good. A group of us used to hang about at the café in the ecology centre," explains Debbie, "and used to poke fun at the kids that took that sort of thing seriously. But Billy helped us to see the importance of these things and after a while I decided I would quite like to get a qualification. I really enjoy the job with the Trust and they give me lots of support and encouragement."

Many other residents are involved in helping the Trust provide services to the people who live in the new homes and in the wider community. New Osbaldwick has become an inspiration and model of good practice for the whole area and the initiatives and approaches it has pioneered have been extended and replicated in many other parts of York.

Andrew and Sonia Rees' daughter Charlotte works with elderly people in Metcalfe House, the sheltered housing scheme overlooking the park. She first became involved when she was at school and she and two friends began visiting Nellie Burton. "At first I was just going along because it got me out of sport at school but then I realised how much I enjoyed talking to someone so much older. Her stories about growing up in York in the last century were fascinating. When I left school I decided that working with older people was something I wanted to do. I joined the training scheme that the Trust was running as part of its community care programme and when I got my qualifications I took the job at Metcalfe House."

Green issues

The reduced use of energy and natural resources and greater efficiency and higher standards in construction are now firmly established on the national agenda. As one of its functions, the Trust would be encouraged to explore green and intelligent technology issues. The majority of homes would follow best practice in form and construction. A smaller proportion would be more innovative. Measures must be shown to be affordable and valuable to new occupants. Innovation in building technology would focus on efficiency in the construction process, and off-site fabrication for speed and quality. Efficiency improvements of 30% are anticipated in comparison with conventional house building. Lightweight construction would permit minimum foundations. Pre-insulated timber panel construction could allow superstructure construction of homes in just a few working days. Pre-fabricated kitchens, bathrooms and main service risers would allow installation of these elements in an equally short period – and to quality standards difficult to achieve on site. Where appropriate, commercial glasshouse structures could be used to provide space for 50% of traditional construction cost.

Energy efficient development could be achieved in four ways:

- using passive solar techniques
- by adoption of higher insulation standards
- introducing combined heat and power
- and by more effective system controls.

Passive solar measures could include:

- building form, grouping and massing to minimise heat loss
- use of thermal mass where appropriate in combination with glasshouse construction for thermal buffering
- use of earth sheltering where appropriate.

Timber frame construction allows high insulation levels. Where appropriate recycled materials such as cellulose and recycled newsprint could be used to achieve U values significantly lower than current Building Regulation levels. Use of natural stack ventilation would be considered in preference to mechanical means. Energy savings of 80% could be achieved through effective controls of heating, ventilation and lighting systems through intelligent technology, sensors, actuators and feedback mechanisms.

Environmental sustainability could also be achieved through:

- reduction of waste
- minimising use of fossil fuels
- water conservation

Waste could be reduced in the construction process by off-site fabrication in controlled conditions. Materials would be selected for low embodied energy and recycling characteristics. Recycled materials could be used where local supplies exist. There should be no skips on site. Contractors would be responsible for accounting for and removing waste. Use of fossil fuels would be minimised by considering combined heat and power, biomass conversion, geothermal heating and cooling, condensing boilers, solar water heating, wind turbines and photovoltaic panels. Using aerated tap and showerheads, rainwater collection and grey water recycling could make up to 50% water savings.

Max Hulme and Amy Trimble were the youngest members of the New Osbaldwick Self Builders Co-op which they helped to set it up nearly ten years ago. Contemplating building their own house was a daunting prospect at first, particularly when they were both in the early stages of their professional careers and anxious not to damage their prospects. However, getting the self-builders' Co-op together proved to be so absorbing that soon they were just taken along by the flow of it all. Some people did pull out not long after joining the group, but Amy thinks that that would not have been without some soul searching as the group bonded very

quickly. One man who gave up early rejoined once he saw the ease with which the first houses came out of the ground – constructed of expanded polystyrene blocks from Germany - a bit like giant 'Lego', they had all thought at the time.

"We all helped each other and 'mucked in' at every stage", recalls Max, who as a junior solicitor when the project started feels that he was able to contribute as much to the group as the members who were joiners, electricians and so on. It was the skilled trades people in the Co-op who took the lead and organised the training courses that started up before the Co-op had even bought the site.

The fact that Max and Amy were able to see their new house from the bathroom window of the flat that they rented from the Trust in New Osbaldwick was a help too. "We just couldn't leave it alone", recalls Max who, rather than cooking - which was his favourite way of relaxing before they started on the house - would come home and fix a quick snack for the two of them on light evenings just so that they could get on with a bit of plumbing or roof tiling before bed time.

Even when you consider that they previously had a small flat which itself had been built to exacting environmental standards, Max and Amy's fuel bills are still half what the used to be. This situation is as much the result of the investment that they made in energy reducing technology as it is of Amy's training as an environmental engineer. Most of the other self-builders wanted to incorporate many of the ideas that Amy had discussed with them at the meetings, but in the end, not many of them were prepared to get larger mortgages for things which would not start paying for themselves for many years to come. "I still think long and hard about whether that photo-voltaic roof was the right decision. I know it feels great to know that so much of our electricity comes from the sun, and on those hot days when we can watch our meter go backwards, it's doubly satisfying. To think that I'll be in my fifties when this roof has paid for

itself does make me wonder whether we should have just gone out and bought a nice car with the money. "

However, buying that car wouldn't have quite fitted in with the rest of Max and Amy's green lifestyle, which even these days could be described as radical. They are even thinking of using those old fashioned nappies when the baby comes along; but that won't be until they have finished building the extension to their house first.



Living in the IT age

The digital, knowledge-driven economy is characterised by the increasing use of technologies such as the Internet and e-mail to facilitate e-trading and to change working patterns through creating decentralised networks and teams. An increase in home working over the period to 2020 is a direct consequence. To enable New Osbaldwick's residents to participate fully in the IT age, which also involves changes in life style and leisure, homes would need to be 'intelligent'. New Osbaldwick would develop into a fully wired community through creating intelligent community services, and adopting intelligent home services. Intelligent community services created through Telecentres would offer central support for householders and provide shared office facilities as required. It would provide support for local businesses, clubs and societies and generate and sustain networks for car-pooling, baby sitting, elderly care and home security.

Installation of intelligent home services would allow future developments in telecommunications, interactive television, Internet and webTV and provide for more effective control of lighting, heating, security, safety and other home systems. Digital management information systems could assist the Trust in storing resident profiles and community data. Exclusive channels on webTV could communicate local news and issues. Interactive referenda could occur on major community-wide decisions.

The rise in home-working would also strengthen the community. The Industrial Age through mass-production factories took work away from the home. Previously, craftsmen and farmers worked in the same space where they ate, slept and communed with friends and family. The gradual return of work to the home in the IT age would enable people to spend more time in their immediate environment. Homes would cease to be dormitories. People would recognise opportunities for applying work-related expertise or resources for the benefit of the community.

In 2007 a survey was carried out to review the performance of the homes in New Osbaldwick and how people used them. A number of the houses and flats had already been modified by the occupants due to changing family circumstances. They found it easy to move partition walls and to re-configure lighting systems. Many people were enthusiastic about the smart appliances which could be fitted in their homes. They liked the fridge with its bar code reader for stock control and the ability to replenish it directly by home shopping. They liked the energy and water use read-out which encouraged sensible use of resources and saved money. Families with elderly relatives appreciated the disability sensors and alarms. Many used the CCTV camera loan scheme from the Health Centre which had given them a direct link to the surgery and peace of mind. Some simply enjoyed the benefits of being wired for home entertainment in every room.

All this was appreciated by the householders, but there was also a vital community dimension. The Community Telecentre provided technical back-up and support to the householder, generated better business possibilities for the home-worker and soon became the social focus for the community.

In the heart of the community, the 'Telecentre' offered public access to the Internet, state of the art video conferencing and serviced office facilities for the teleworker - both as 'hot desks' and as dedicated personal workstations. Social facilities included a creche, a cafe and meeting rooms. Expert and friendly local staff stimulated business and community interaction; provided technical support and training; forged links with local libraries schools and colleges; and facilitated video link-ups for the Health Centre.

The 'Telecentre' rapidly became an information exchange; a local service and job centre; an education resource; a social magnet for local clubs and societies; and a source of genuine care in the community. New Osbaldwick 'Telecentre' is now one of several thousand 'Telecentres' in

the National Network and one of millions in the Global Network. Over the last ten years it has been a world leader in pioneering community initiatives.

In the early days of New Osbaldwick, the 'Telecentre' was an important part of the Information Master Plan. The first phase of the development was used as a show case to explain the Intelligent and Green Community to visitors and prospective residents. Interactive information technology was used extensively.

In the Sales Office, house buyers and tenants were able to custom design their homes using 3D computer aided design simulation. They were able to specify from a wide data-base of fit-out options and technologies. Computer management systems organised delivery, installation and programming of fit-out on site. Never before had the consumer been offered such choice and control over the home he or she was to buy or rent. Never before had the on-site procurement process been so effectively organised. This system put the customer at the centre of the process. From this time on housing became consumer driven rather than supply led.

In 2003 New Osbaldwick Community Trust decided to set up a youth orchestra. The project was self-funded through a programme of events organised through NO 'Localnet'. A youth orchestra which was brought together through NO 'Hobbytrawl' played at the official opening of the second phase of the project in 2004 and has since gone from strength to strength.

In 2005 the New Osbaldwick Teleworker Club won a contract to organise an Internet Conference on Mutual Aid. This group has since expanded its activities through partnering with other Teleworker Clubs throughout Europe and organises events and conferences all over the world. Following the success of the 'Single Parent' programme, in 2007 New Osbaldwick Healthcare extended its 'Good Neighbour' scheme to provide a support network throughout

the area for every elderly or disabled resident.

Car pooling under the NO'Datacar' system has become increasingly successful to the extent that only 10% of New Osbaldwick households now chose to own their own vehicles.

Under last year's 'Urban Wildlife' initiative NO 'Wildlife Trust' welcomed visits from fifteen groups from Europe to see the success of its biodiversity monitoring programme achieved with shape recognition, GPS location and virtual ringing.

Cost and values

This initial estimate for the Development at Metcalfe Lane, Osbaldwick, York relates to the outline proposals for the scheme which are presently being developed and as such this initial estimate is to be considered as a preliminary and broad assessment of costings. Should the design proceed to a detailed stage, this estimate will require to be revised covering the details and amendments to provide an accurate assessment of those proposals.

The scheme proposes the construction of a new development of 432 dwellings in community cluster groups on a green field site to the east of York. The site is surrounded by existing housing on three sides with the eastern boundary facing the green belt area, although there is an existing overhead power line with pylons crossing the site.

The development consists of the creation of a new road and services infrastructure with the formation of seventeen groups of dwellings to create a series of community living clusters within the overall scheme. It is proposed that the development is constructed in phases consistent with the planned community clusters. Pending further and confirmed details of this arrangement, no allowance has

been made for the phasing of the scheme within these costings. It is proposed within the overall scheme to include two new community buildings and the site will require considerable landscaping due to the proximity of the Green Belt and location adjacent to a conservation area.

The scheme comprises:

- 104 No 2 bedroom 4 person houses @ 75 m2
- 140 No 3 bedroom 5 person houses @ 90 m2
- 80 No 4 bedroom 6 person houses @ 110 m2
- 72 No 1 bedroom flats @ 50 m2
- 36 No 2 bedroom flats @ 67 m2

Total estimated cost £29,145,000

The estimate includes the following:

Construction costs of housing: 432 units:	£21,054,500
Creation of new road system and infrastructure:	£1,312,500
Installation of new utility services and supplies:	£648,000
Community facilities within cluster groups:	£1,000,000
Purpose built community buildings:	£680,000
Planting and landscaping across the site:	£1,200,000
Diversion and burying of overhead power lines:	£2,750,000
Contribution towards upgrading of foul sewerage system:	£250,000
Construction of new, on site balancing tanks: surface water:	£250,000

Initial, and outline assessment of property values in this area suggest that the units will return the following figures at current market values:

72 No 1 bedroom flats: £65,000:	£4,680,000
36 No 2 bedroom flats: £75,000:	£2,700,000
104 No 2 bedroom 4 person houses: £85,000:	£8,840,000
140 No 3 bedroom 5 person houses: £100,000:	£14,000,000
80 No 4 bedroom 6 person houses: £125,000:	£10,000,000

Total estimated value £40,220,000

VAT will not be applicable to new build activities within the project however the provision of communal facilities and the planting and landscaping elements will be subject to the application of 17.5% VAT. An initial assessment based on the figures above indicate a possible VAT charge of £645,000

The following items have been excluded from this estimate

- Professional fees: assumed to be 15% of development costs
- Finance charges: excluded due to planned phasing arrangements of the project
- Housing association development costs, and developer's profit figures
- Costs for any traffic improvements or controls required off or adjacent to site as a part of traffic flow assessments and investigations
- Pre-tender works costs
- Planning, Building Control and adoption fees with NHBC, or other statutory fees
- Contract Guarantee bonds
- Any site investigation or survey costs
- Works outside the main site boundary other than those associated with the landscaping, pylons and sewerage system
- Section 106/278 works, costs and commuted sums
- Fittings and furnishings
- Any works in connection with Listed Building or conservation area/green belt requirements
- Contingencies

A Team that can deliver

John Thompson & Partners have brought together a team with not only the imagination and experience to prepare a masterplan for New Osboldwick but also the ability and experience to get it implemented. We have not at this stage included a developer or housebuilder in our team believing that the involvement of local people and other stakeholders in the selection of an appropriate commercial partner is in itself an essential part of the masterplanning process. However, members of the team have worked with a very wide range of companies at all stages in the development process.

John Thompson & Partners specialise in residential development and have been responsible for masterplanning major private sector and social housing projects in the UK and other parts of Europe. They also have an unrivalled reputation in the field of community planning – the processes of involving local people in the development of realistic and sustainable visions for the future. Their project with **Linden Homes** for the mixed-use, mixed-tenure development of the former Caterham Barracks has been hailed as an enormous social and commercial success. They are currently working with a number of other major housebuilders and developers to create new homes in both urban and rural locations ranging from just a few houses on small infill sites to new settlements of more than 5,000 dwellings. These include **Wilcon Homes** in Northampton; **Laing Homes**, **Bellway Homes** and **Barrett Homes** in Stanmore; **Taywood Homes** in Southall and Berkshire; **Persimmon Homes** in Stevenage; **Miller Homes** in Edinburgh.

Alan Baxter & Associates are the lead consultants and key thinkers behind Poundbury, the new model settlement on the edge of Dorchester. There, the long-term plan is to develop a new town of 5,000 inhabitants over 25 years. The practice has dealt with the project from its inception, through all the negotiations with the appropriate authorities to construction stage and beyond, establishing a new community. It has been responsible for the strategic and detail design of movement, highways infrastructure and overall planning. The practice also has a successful track record of putting new ideas into effect, working with housebuilders throughout the country. Projects include working with **Wilcon Homes** in Northampton on a new community of over 1,000 homes, with **Bovis** and **Wimpey Homes** on Waltham Forest and Tower Hamlets Housing Action Trusts respectively, and with **Prowting Homes** in Bristol.

Faithful & Gould also have considerable experience of housing developments both as cost consultants and project managers. They have been involved with both Hull and Liverpool Housing Action Trusts, on the latter working with John Thompson & Partners on the masterplanning of 220 new homes in the Everton area, now being constructed by **Carillion**. They are also employed as project managers for the redevelopment of Sheil Park in Liverpool involving 210 homes, now being constructed by **Cruden Construction**. Faithful & Gould also worked with **Wimpey Homes** in the reconstruction of Arkright Town in North East Derbyshire involving 180 new homes. In Leeds they are working with Royds Community Association on the refurbishment of a 400 home estate.

Whitelaw Turkington are also working with **Linden Homes**, **Wilcon** and **Laing Homes** on the large scale residential projects at Caterham Barracks, Northampton and Stanmore, for which John Thompson & Partners are architects and masterplanners. In addition they are working with **Willmott Dixon** on an estate redevelopment project in Waltham Forest and with **United House** on a similar project in Lambeth. Other recent projects include the landscaping for **Berkeley Homes'** Harrods Village development in south west London and for **Tower Hamlets Housing Action Trust**.

As importantly, the skills of other members of the team in the fields of housing design, construction and project management are matched by the experience in community and social development which Lemos & Crane would bring to the masterplanning exercise.

Lemos & Crane are social researchers, community consultants and training providers with more than ten years experience of working with social housing suppliers and residents. Along with Lord Michael Young of Dartington,

they originated the concept of Mutual Aid in the acclaimed **The Communities We Have Lost and Can Regain**. Lemos&Crane have since developed Mutual Aid into a range of practical programmes.

This has included work on a new housing development by **Manningham Housing Association** in Byron Street, Bradford. In a much-publicised programme, new residents were asked to sign a Mutual Aid Compact, an informal contract designed to encourage neighbourliness and community activity. They have also worked with the **Stepney Partnership** in East London in conducting a community audit on existing levels of Mutual Aid amongst long-standing residents prior to re-development in the area. With the **Colville Project** in North Kensington they set up a community trust acting as a Mutual Aid forum. On a larger scale, they surveyed over 2,700 households as part of **London Borough of Southwark** New Deal for Communities. They are currently conducting a community entrepreneur development programme as part of **London Borough of Tower Hamlets** New Deal for Communities.



New Osbaldwick

A natural community

PRP

ECD Energy & Environment
Alan Baxter & Associates
Frost Associates
Ali Gee Consultants
The Grand Design
FPD Savills

January 2000

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13.02.00	Programme
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1.00.00 Introduction

The report presents the PRP Architects Team's proposals for the new settlement at Osbaldwick where new thinking has been explored in the development of the masterplan for communities.

The interim report represents our initial proposals designed to illustrate innovative and creative thinking in the early stages of building for a new community. A final masterplan has not been produced, however our approach and proposals have been developed in some detail to encourage meaningful discussion.

Our Team is aware of the sensitivity to local issues. We have enjoyed the consultative process with the community groups, City Council and Joseph Rowntree Foundation to date and strongly support this approach in the development of the new settlement.

The report is divided into several sections that explore such matters as the background to the site, design principles, masterplan, built form, sustainability, landscaping, transport, community involvement, phasing, marketing and costs.

2.00.00 Executive Summary

Proposals presented by PRP Architects and team for the settlement of New Osbaldwick contain much that is new and exciting, but are firmly grounded in what is achievable and, most importantly, appropriate for the local area.

We have taken as a starting point, the need to 'build in' sustainability and affordability. The new homes to be provided (around 500 in total) will be constructed using the latest timber technologies and incorporate a mixture of properties for social rent, shared ownership, private rent and sale. They will be grouped into four distinct neighbourhoods, each with its own character.

The houses will be designed to suit the changing lifestyles of today, with some homes containing spaces for home working and studying. There will also be a mixture of homes, from small one bedroom flats to large family houses and homes for people with support needs.

Community safety issues have been carefully considered. The masterplan and house plans are designed to make residents and visitors feel safe and secure, for example by clearly demarcating public and private areas.

A network of streets will balance the needs of all its users; cars, public transport, pedestrians and cyclists. Like all public spaces in New Osbaldwick, the streets will promote sociability and community and will be joined together to make the settlement easier to walk around – making it unnecessary to use a car for short journeys.

We have included plans for a major community landmark building and main square to provide a focus for the whole settlement. All public spaces will be fully accessible to people with mobility problems and no-one will live more than a few minutes walk away from the main social amenities.

The needs of the wider environment have also been considered, with a number of measures designed to enhance the quality of the existing natural environment including burying the existing power lines underground. We will also maximise the potential offered by Osbaldwick Beck as a valuable natural asset by establishing a water meadow system and a controlled system of reed beds and balanced ponds.

Although our proposals for New Osbaldwick include provision for community facilities, the settlement will complement and 'add value' to people who live in the surrounding area. We are committed to making the on going process of consultation as comprehensive and transparent as possible. We will also conduct a thorough analysis of local skills and training needs to provide real opportunities for people who live around the site to become involved in its development.

3.00.00 Brief

3.01.00 Introduction

3.01.01 The document jointly prepared by the Joseph Rowntree Foundation and the City of York Council entitled 'A new community for York' issued in October 1999 together with several other reports including Site Ecology, Archaeology, Traffic Survey and Debriefing from the Community Day was used as the starting point of our briefing.

3.01.02 The Open Community Day and discussions held with the Community Consultation Panel have been particularly beneficial in helping us focus our thinking on the approach to the development of the new community.

3.01.03 A number of guiding principles have come from the brief, discussions with the community and the design charettes held by the PRP team. The following short statement of aims formed the starting point for our thinking:

- Sustainability - Advance thinking in application of principles applied to housing and the community.
- Affordability - Integrated community for wide range of social and economic backgrounds offering real choice.
- Safety - Development that offers personal security and discourages anti social behaviour.

- Community Values - Place where lives can flourish as individual and as part of the community.
- High Quality Design - Create an attractive environment with a strong identity and robust character.

3.02.00 Key Issues Relating to the Brief

3.02.01 Open Space - The amount of open space within the site has been left up to the shortlisted masterplanners to recommend albeit within guidance figures of between 3 and 8 hectares. It is our belief that the provision of ample good quality open ground is a fundamental starting point for the success of the new community. Most importantly, the open areas should be designed for the equal benefit of those living within the settlement and the wider community. The open space should take a variety of forms - sportsfields, woodland, meadow, play areas, educational zones, etc. Our starting point has been to allocate at least one third of the site for those uses.

3.02.02 Housing - The housing needs section of the brief was carefully assessed. It identified the need and desire for a wide range of tenures in the development of the new community. This approach is fully supported by our team. In setting targets for each tenure, reference was made to seminal reports by David Page 'Building for Communities' (Published by the Joseph Rowntree Foundation) and 'Developing Communities' (Published by Sutton Hastoe Housing Association). It was concluded that a tenure mix of approximately 45% affordable rent, 10% shared ownership, 5% private rent and 40%

private sale was appropriate. The mix was tested in a cost model and found to be viable. The need for a wide range of house types was identified ranging from small one bedroom flats to large family houses and special needs homes. A target detailed mix was prepared (Appendix i) as our starting point. The need for sustainable and flexible housing was particularly noted.

3.02.03 Density - The numbers of dwellings on the site is a sensitive issue. In reaching a conclusion about density, the views of the local community, City Council and Rowntree Foundation were borne in mind. A transportation analysis was carried out with particular emphasis on car movements to and from the site from the four potential vehicular access points. Sustainability issues and the density and urban grain of the surrounding neighbourhoods were also considered. Bearing in mind all these factors and from experience of similar settlements, it was concluded that a density of 14 dwellings per acre is appropriate. By way of comparison, a density of 14 homes to the acre is similar to Rowntree's model village at New Earswick. (The density applies to the developed portion of the site only and does not include the open space).

3.02.04 Non Residential Facilities - The brief identifies a need for additional community facilities in the neighbourhoods around the site, particularly in relation to social and recreational facilities. In developing the initial concepts, the idea of a community heart became a recurring theme which influenced the initial form of the masterplan.

4.00.00 Site Analysis and Concepts

4.01.00 Context

4.01.01 The site is currently open greenfield located to the east of the City of York and within the Osbaldwick ward. The site area is 21.7 hectares. There are approximately 11,000 people living within a 1/2 mile radius and in terms of social and economic context the area may be said to be mixed.

4.02.00 Topography

4.02.01 A full topographic survey of the site was undertaken in September 1999. The site is predominantly flat, with a minor slope running down towards the Beck along the south-eastern boundary. The highest point is in the north east corner of the site.

4.03.00 Ecology

4.03.01 An Ecological Assessment of the site was undertaken in November 1999, and includes the following notes:

- i The grassland is assessed as species-poor, with one field of wet grassland of value in the local context,
- ii Pre-enclosure ridge and furrows are found extensively within the site and although not protected by landscape or archaeological designations, the report recommends the preservation of a representative sample,
- iii Internal field hedges provide a strongly cohesive agricultural landscape character and provide significant landscape and habitat features to the site, particularly for birds,

- iv Mature Trees occur largely on the periphery of the site,
- v The Beck is a small slow-flowing stream and is of local wildlife value and offers considerable potential for enhancement,
- vi Fauna noted include kingfishers, which are listed as a species of conservation concern and
- vii Further survey work is required to establish the presence of voles on the site.

4.03.02 The masterplan proposes an ecologically diverse and rich landscape, retaining and reinforcing many of the ecological features recorded. Active participation is sought of the Yorkshire Wildlife Trust with whom discussions have been held, and other relevant ecological groups.

4.04.00 Natural Features

4.04.01 The site is crossed by a number of mature hedgerows and enjoys the Beck on its southern boundary, which contributes to the character of the site. The route of the former Derwent Light Railway line crosses the site in an east west direction. It now forms part of the Sustrans cycleway.

4.04.02 The development will continue to contribute to the amenity of the surrounding neighbourhoods providing an extensive network of open space, reinforcing the existing green corridors and introducing new pedestrian linkages.

4.05.00 Movement

4.05.01 The carrying capacity of the four vehicular access points to the site provide a possible constraint on the number of dwellings the site can accommodate. However, our road capacities

model indicates only modest increases in the use of the surrounding roads.

4.05.02 The site carries particular opportunities as a result of its location at the rural edge of the built up area, with the Sustrans route across the site acting as a gateway to both the City of York and the open countryside to the east of York. The masterplan reinforces the existing walking, cycling and nature network.

4.05.03 The masterplan provides an extensive network of open space including the reinforcement of the green corridors of the Beck and Sustrans route.

4.06.00 Microclimate

4.06.01 The existing external and internal field hedges provide a sheltering landscape structure to the site. The masterplan provides a strong landscape shelter belt to its open rural side to the east, with earth banks and a tree screen.

4.07.00 Community Services

4.07.01 There are a number of existing shops located approximately 1/2 mile from the site. The development will help underpin the financial viability of the existing shops and any new shops will need to be justified.

4.08.00 Setting

4.08.01 The site is bounded on three sides by existing residential development, characterised by medium density, post war two storey houses and bungalows. The Osbaldwick Village Conservation Area is located to the south east of the site, and was extended in November 1999 to the edge of the site.

4.09.00	Surroundings				
4.09.01	Playing fields totalling some 6.5 hectares adjoin the site immediately to the north, forming part of the grounds of the Burnholme Community College. A private recreation field adjoins the south-east corner and the local scout group lets an area of open land to the south. The southern boundary of the site follows the Beck. The rural land to the east of the site has been designated as green belt.				
4.10.00	Contamination				
4.10.01	The site is considered unlikely to pose a significant contamination risk, because of its history as agricultural land.				
4.11.00	Pylons				
4.11.01	All overhead pylons currently crossing the site will be buried, using as direct a route as possible, this is expected to cost circa £2.75 m and any costs not met by Northern Electric will have to be met from the development.				
4.11.02	The masterplan routes all underground power cables through the central square in a reasonably direct route. The current costings are based on the assumption that the development does not carry any of the cost of placing the services underground.				
4.12.00	Archaeology				
4.12.01	A desk-top archaeological study was undertaken in November 1999 and shows that the study area contains well preserved remains of medieval ridge and furrow ploughing. Recommendations are made that the ridge and furrow feature of the				
			site is recorded prior to any geophysical survey work to be undertaken to determine the location and significance of buried archaeological features. If archaeological remains of national importance are found, 95% will be required to be left in-situ which could conceivably affect the layout.		
		4.13.00	Public Art		
		4.13.01	The masterplan acknowledges the importance of incorporating art works into the functional elements of the project in accordance with the City of York Council's adopted Public Art Strategy (1998).		
		4.14.00	Disabled Persons		
		4.14.01	The particular needs of disabled persons as described in the Disabled Persons Act 1981, and British Standard 5810:1979 will be incorporated into the masterplan.		
		4.14.02	All external areas of the site and buildings will be fully accessible for the needs of disabled persons.		
		5.00.00	Planning Context		
		5.01.00	Planning Background		
		5.01.00	The site is allocated for residential development in the City of York Deposit Draft Local Plan May 1998. The estimated site capacity in the Deposit Draft Plan is 350 dwellings with 180 of these identified as affordable housing. As a result of the costs associated with burying the overhead power lines and need for a sustainable development it is desirable to build more than the 350 dwellings originally envisaged for the site.		
		5.01.02	The site was first allocated in the Southern Ryedale Deposit Local Plan in September 1991 under policy H5, with the inspector making a reference to 8 hectares of open space being a 'reasonable provision' for this development, this plan was never formally adopted. The site was included in the Green Belt in the Deposit version of the Southern Ryedale Local Plan in 1993, but subsequently excluded by the inspector and this plan was not adopted.		
		5.01.03	The City of York Deposit Draft Local Plan May 1998 sets out the current requirement for open space for the development. The minimum required open space is 3 hectares for a 540 dwelling plus community.		
		5.02.04	Policy H5 of the local plan states that 'Negotiations will be undertaken to achieve residential densities greater than 25 dwellings per hectare on all new housing sites within defined settlement limits, dependent on individual site circumstances'.		
		6.00.00	Masterplan		
		6.01.00	Introduction		
		6.01.01	The masterplan seeks to:		
					<ul style="list-style-type: none"> enhance the overall value of the development site, creating positive social, economic and environmental benefits, ensure that the new development and landscape accords with the principles of the masterplan, and contributes to the 'overall vision', ensure a consistently high quality of design and development,

- a cohesive framework to guide and co-ordinate the implementation of the development,
- provide a flexible and robust development strategy capable of responding to changing market conditions and phasing and
- bring out the best work by individual architects and designers, encouraging innovative and good design within guiding parameters.

6.02.00 Design Principles

6.02.01 Sustainable Development

The term 'sustainable development' is used to define a number of diverse environmental social and economic concerns, often with complex relationships. The promotion of sustainable principles for the form and content of new development is a key objective for planners, urban designers and policy makers. Of the many issues central to sustainability there are clear objectives which provide principles for the development of any site where there will be a significant quantum of building. These may be summarised as follows:

- provide integrated proposals for car parking provision, traffic management and public transport aimed at encouraging a reduction in car dependency and vehicular traffic movements,
- improve permeability for pedestrian and cyclists through the site and linking to the wider area,
- exploit the positive relationships between the form, content and organisation of

development and the prevailing site conditions to create an efficient and flexible site layout,

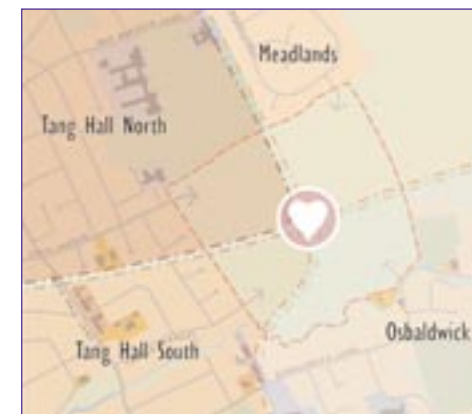
- provide sensitive planning which combined with high quality building and landscape design will provide a safe and attractive environment for residents, and visitors,
- provide a wide range of facilities accessible at the local scale, combined with improved facilities for pedestrians and cyclists. This will reduce the need for people to use their cars for daily activities,
- transport modes and land use mix should be chosen to ensure the vitality and attractiveness of an area,
- a mix of housing types and tenures should be provided to allow the resident population the opportunity to stay within the development whilst meeting changing housing requirements during their lifetime,
- energy efficiency in design and construction,
- create neighbourhoods with a strong and coherent local character and
- a close integration of the elements of the natural and built environment.

6.03.00 Urban Design Framework - Analysis and Concepts

6.03.01 The urban framework proposes a series of key principles to structure the form of development on the site:

6.03.02 Integrating Wider Communities

The new settlement is conceived as a natural extension of the wider communities, which meet and overlap at the heart of the masterplan.



6.03.03 Neighbourhood Concepts

Four neighbourhoods overlap to provide a site wide focus which is celebrated with a meeting place framed by the community landmark building. Each neighbourhood has its own focus.



6.03.04 Edge Influences

Surrounding edges may be seen as:

- urban backs,
- playing fields,
- green corridors,
- countryside.

Edge Influences



6.03.05 Response to Edge Influences

The masterplan responds to the edges around the site to provide a 'fit' and add benefits to the wider communities by creating:

- urban edge 'back to back' security,
- green corridors - providing continuity,
- amenity open space - providing continuity,
- gateway between rural and urban,
- establishing a sense of place and
- distinctive character.

Response to Edge Influences



6.03.06 Open Space Network

Open space wedges alternate with neighbourhoods to converge on the central focus linking the wider community to the community facilities through a network of open spaces:

- Sustrans and Beck green corridors,
- green links,
- ecological stepping stones and
- nature network.

Open Space Network



6.03.07 Network of Streets

20 mph streets form a site wide network linking a series of 'places' providing natural traffic calming that discourages rat-runs, whilst providing a public transport link. Places include pedestrian orientated zones where vehicular speeds are reduced to 5 mph, linking the green spaces and providing safe routes to the schools. The primary streets are connected beyond the site to the major road networks, extending the 20 mph zoning and environmental improvements to the main roads.

Primary Vehicular Movement



6.03.08 Hierarchy of Streets and Places

Circulation is conceived as a hierarchical network of primary streets, converging on a central focus, with secondary streets, lanes and mews completing the network. Providing:

- network hierarchy
- walking/cycling
- choice of routes

- safety
- pedestrian orientated places

The site wide focus provides a major square, bus stop, community landmark building and an important gateway between the built-up edge of York and the countryside, along the Sustrans route, which eventually may continue east from the site, along a country route, with a series of ecological stepping stones.

Access and circulation



- 6.03.09 The urban form is conceived as a series of blocks that define the spaces and separate the public side of the dwelling from the private backs. A continuity of built form produces a strong urban edge. Each block varies in size and shape to suit its particular location. The blocks generally become smaller nearer to the centre of the site reflecting the 'tighter' urban grain and higher densities. The urban blocks are designed to direct the network of public routes towards the central focus ie the 'square'. The informality of the block forms create places and streets of

individual character. The built form adopts a more sinuous and natural footprint at its junction with the open spaces.

Urban Blocks



6.04.00 Urban Form

6.04.01 Urban Blocks

- the use of perimeter blocks, defining public space (streets) and private space (gardens),
- dwellings sited at the front of the plot to delineate (streets), optimise private gardens, and screen car parking courts,
- dwellings are terraced, linked or detached to maintain a continuous building frontage to the street,
- blocks are of sufficient depth to enclose internal mews and parking courts,
- mews courts have some houses to ensure natural surveillance,
- parking courts incorporating car barns and car parking spaces.

6.04.02 Legibility

The creation of a coherent and readable pattern of development within which the principal features (the paths, corners, nodes, landmarks and character areas) are distinct and easily grouped into an overall pattern. Overall legibility is reinforced through the detailed design of the urban fabric, by ensuring that design features are visually appropriate. Gateways to the development signal the entrances to the neighbourhoods. Landmark Buildings, including the central community facility and its tower provide an important visual reference point for the organisation of the streetscape. Landmark buildings by definition require to be unconventional and distinctive, reinforcing the structure of the development. Their careful placement to signal features in the layout will add surprise, delight and character to the development.

The townscape analysis indicates key frontages along primary routes and development fronting open space, providing the opportunity for special buildings with a high landmark character.

6.04.03 Public Realm

The streets are conceived as public arteries that promote sociability and community. The design of the street balances the needs of all its users: cars, buses, service vehicles, pedestrians and cyclists. The public realm comprises streets, squares and greens, which as individual elements can become communal outdoor rooms and are joined together in a way which will make the neighbourhoods legible to residents and visitors alike.

6.04.04 Scale

The street will be defined by appropriately scaled buildings. The primary streets have buildings that reflect the public character of the street, whilst secondary streets have buildings that reflect their increasing levels of privacy.

Townscape

6.04.05 Storey Heights

Storey heights will be three storeys in the central square to reinforce its role as the site wide focus. The adjoining dwellings around the square and around the village green are also three storeys to reflect the scale of the spaces. The primary streets will generally be two storey buildings, rising to two and a half storeys to reinforce the neighbourhood centres, and towards the central focus. The lanes and secondary streets will be fronted by two storey buildings to reinforce enclosure, except where one and a half and single storey buildings provide further articulation within mews courts. Storey height will vary to provide the opportunity for surprise.

6.04.06 Massing

The central square, village green and neighbourhood squares will combine the greatest storey heights and building enclosure to create the densest massing, reinforcing the street and spatial hierarchy.

6.04.07 Continuity of Routes

The street system is continuous. Streets end in other streets or pedestrian routes. The street pattern forms a lattice which is stretched to suit orientation of the site access points and green corridors. Connected streets provide:

- increased permeability,
- promote walking and cycling,
- disperse traffic,
- assist orientation and legibility.

6.04.08 Urban Form

An established urban form offers the following advantages:

- streets are places for people rather than predominantly vehicular routes, creating a better pedestrian environment,
- there are continuous active street frontages as all buildings front the street, creating a sense of natural surveillance and visual interest,
- the density of development reflects 'urban' rather than 'suburban' characteristics, creating a sense of vitality and providing a critical mass to support local services and facilities and
- the scale of streets and public spaces reflects a human scale, with a sense of enclosure and clearly legible structure.

6.05.00 Permeability

6.05.01 There is growing evidence, within Europe and also the USA, to support the notion that permeable street patterns (eg grids) encourage walking, promote public transport and reduce car usage. Inter-connected street systems make destinations visible, provide the shortest and most direct path to destinations and result in security through community rather than by isolation. Studies increasingly show that permeable street patterns substantially reduce traffic flows within neighbourhoods.

The masterplan provides a very permeable layout that offers people a choice in carrying out their daily activities with less need to travel by car, including the use of public transport and local facilities on the site.

6.06.00 Pedestrian Scale

6.06.01 The development is at a walkable scale, community provision lies within a five minute walk of the site edge. The main square and community building is within a five minute walk from all parts of the site.

6.07.00 Enclosure

6.07.01 Place Making

At both the city-wide and local context, New Osbaldwick will establish a distinct identity and local diversity, based on its gateway position on the Sustrans route between the built environment and the open countryside. The character of each place is accentuated by deploying diverse built forms and different qualities for streetscapes and public open space.



Masterplan

The streets will be designed as public places, with buildings defining the limits of enclosure to create a series of memorable and dynamic places.

6.07.02 Active Street Frontages

The animation of public spaces will be encouraged through the design of active frontages and encouraging on-street activity to create the maximum opportunities for social interaction. All streets and squares are overlooked to ensure natural surveillance. Places are defined by buildings with 'active edges' either as a result of mixed uses, such as around the central square, or by increasing the density of dwellings, such as the housing around the neighbourhood squares.

6.07.03 Hierarchy of Streets and Places

The masterplan provides the opportunity, to develop a detailed set of building codes around a structure and hierarchy of primary streets, secondary streets, lanes and green links. Housing elevations will reflect the nature of the streets and lanes. Non-parallel kerbs and on-street visitor parking is encouraged. The courts and squares created along the streets and within each block, are pedestrian priority areas and include landscape features to improve amenity. Mews courts, and car parking courts will be overlooked to provide natural surveillance and will not form through routes.

6.07.04 Containment

A strong urban form will be created by using terraces and rows of dwellings, a local example is the central green in Osbaldwick. The housing frontages will provide the enclosure. This will not stifle individuality and variations within the row will be encouraged. Where there are gaps between houses it is intended these will be screened by suitable boundary treatments, eg houses linked by walls, hedges, gates, garages and carriageway arches. Breaks in the frontage will be required for vehicular access to mews and parking courts. These will be considered as part of the composition, with continuity maintained by bridging over openings. Corners are particularly important in maintaining continuity. Corner turning buildings and strong walls of at least 1.8m will maintain the continuity of the frontage.

6.08.00 Process for Development - Role of the Master Developer

6.08.01 The master developer or 'town builder' is an essential element in the success of developing a new community. The master developer takes a long term view of the scheme and ensures that the essential infrastructure, facilities and components that turn a development into a place are planned and phased to support the implementation of development parcels. These elements include infrastructure, services, community facilities, landscaping, and affordable housing. The master developer operates in a distinctly different way from a housebuilder or indeed most Registered Social Landlords and will ensure that the non-profit making elements of the development are cross subsidised and securely in place to ensure the long-term effectiveness and success of the development. The master

developer's commercial position is based upon the belief that a place is worth more than the sum of its parts. A high quality place with attractive public spaces, and social and cultural facilities will add value to the development.

7.00.00 Built Form

7.01.00 Residential Density

7.01.01 An average density of 35 dwellings/acre (14 dwellings/acres) is considered to be appropriate on the developable area of the site. This is within the medium range of residential densities and is similar to the Rowntree village at New Earswick.

7.01.02 The density was reached after consideration of the following:

- the requirements of the brief,
- discussion with the Consultative Panel,
- transportation analysis,
- sustainability issues,
- planning context,
- cost viability and cost benefit analysis.

7.01.03 The site area measures 22.4 hectares. The masterplan envisages that one third of the site is dedicated to open space. The developable area is approximately 15.00 hectares producing 520 dwellings. At this stage in the development of the masterplan, it is considered appropriate to propose a range of dwellings between 480 to 540. Development costings are based on these numbers.

7.01.04 The masterplan includes locations where the density is varied to provide a variety of 'places'

and range of house types. In broad terms, the density and massing increases towards the centre of the scheme, ie the area around the 'square' and community buildings.

7.02.00 **Live/Work Dwellings**

7.02.01 It is believed that the provision of live/work and studio dwellings should be encouraged. The area around the 'square' is particularly suitable for this type of building.

7.03.00 **Mixed Use Buildings**

7.03.01 The potential for mixed use by ensuring that the built fabric is capable of adapting to future changes over time is an important factor in the long term success of building for a community. The masterplan provides a number of buildings capable of mixed use around the main square and elsewhere in the development

7.04.00 **Community Facilities**

The housing at New Osbaldwick will eventually accommodate a population of about 1250 people. The primary community services and amenities such as local shops, library, etc. will remain off site. However, a need for a major new community facility has been identified which, subject to discussion, could provide a community hall, recreational facilities, creche, meeting spaces, and community café. The community facilities would be provided in a landmark building located in the central square acting as a focus for the new settlement.

7.05.00 **Services and Amenities**

7.05.01 In addition to the community facilities, other key local services and amenities should be available for the new development. It is envisaged that these facilities will be grouped around the 'square' adjacent to the community building. They could include:

- Supermarket Collection Shop,
- Cycle hire,
- Pharmacy,
- Post office,
- Estate office of the landlord,
- Car hire office,
- Bus stop.

As the masterplan is developed, further research should be undertaken into the viability of these amenities.

7.06.00 **Residential Mix and Tenure Types**

7.06.01 The following schedule of accommodation is based on an analysis of the housing needs identified in the brief, research into the needs of developing balanced communities and cost analysis into the numbers of each form of tenure.

7.06.02 The Schedule of Accommodation is shown in Appendix (i)

7.06.03 The masterplan has been developed on the basis that the affordable housing, ie Social Rent and Shared Ownership, is 'pepper-potted' throughout the scheme. The affordable housing will be visually indistinguishable from other dwellings in the new community.

7.06.04 It is envisaged that approximately 40% of the housing will be available for open market sale. The masterplan is based on a wide frontage plot approach and assumed a range of densities and building heights from one to three storeys to provide the opportunity for a wide and flexible range of accommodation.

7.06.05 A small percentage of the dwellings are allocated to respond to the growth in the private rental sector.

7.06.06 It is anticipated that all the affordable and the majority of the sale homes will be designed to Lifetime Homes standards which ensure a house can accommodate the less mobile and can easily be adapted for residents who use a wheelchair. This will allow for the changing needs of the residents and their visitors; enable the less mobile residents to visit friends and families; and maximise the flexibility of use for future lettings. The generic plans accompanying the submission are designed to lifetime standards.

7.07.00 **Housing Typologies**

7.07.01 The masterplan is conceived as grid of urban blocks with perimeter housing separating the public from the private realm. Residential layouts at this density based on perimeter blocks are particularly well suited to wide frontage dwellings. The masterplan envisages wide plot widths which may be adjusted at a detailed design stage to offer a flexible approach to the design of individual areas.

Wide frontage dwellings offer a substantial number of advantages over more conventional narrow terrace plans, these may be summarised as follows:

- Plans varying from 6 - 12 m width offer extensive range of options.
- All habitable rooms can be designed to face towards the south to benefit from solar gain.
- Rooms naturally lit and ventilated.
- Controlled aspect provides privacy both inside and outside the dwelling.
- Good proportioned 'square' gardens.
- Capable of elevating elegantly.
- Kerb appeal.
- Wide span floor and roof from front to back of dwelling allows complete freedom of internal layout using non load bearing partitions.
- Internal layout easily amended to suit 'Lifetime' use.
- Winter gardens, conservatories and additional spaces readily appended front and back.
- Opportunity for home working and studio workshops.
- Short span roof permits open attic space for future use.
- Defines street frontage and creates strong sense of place producing robust urban form.
- Allows clear definition between public and private areas externally.
- Standard front to back depth suits rationalised production.
- Suits single, two and three storey plans.
- Standard front to back depth combined with varying frontage offers flexible approach to layout providing places of variety and character.
- Allows inclusive materials strategy and variety of façades.

7.08.00

Security

7.08.01

The masterplan and house plans are designed to make residents and visitors feel safe and secure by providing natural surveillance of the public places by:

- Plans readily meet Housing Corporation Standards.
- Suits steeper pitch roof for attic extension, solar water heating and photovoltaic panels.
- Suits passive stack ventilation to kitchen and bathroom.
- Plans designed to be accessible for disabled persons.

7.09.00

Parking

7.09.01

The aim has been to accommodate the car in a realistic way without letting it dominate the design of the housing which must primarily cater for the needs of people. Two primary forms of parking are proposed.

- Minimising the set back of dwellings from the edge of the street or public realm,
- Carefully positioned windows of principal rooms and front entrances to maximise casual overlooking of public places from the homes,
- Clear demarcation and 'ownership' of public and private space by means of robust walls, railings, fences and changes of materials,
- Dwellings in mews areas to oversee parking.

On street Parking - will be carefully controlled not to compromise road safety. It will generally be set out end on to the buildings in clearly marked bays closely identified with individual homes and include provision for visitors.

Mews Parking - provided at the rear within the centre of an 'urban block'. Each mews has a single entrance point. The parking is clearly visible from mews located dwellings and well lit at night.

7.10.00

Architectural Vocabulary

7.10.01

Character of spaces

The aim of the development is to evoke the qualities of traditional urban spaces of comparable scale, in a contemporary style. It is envisaged that the development areas will have a pedestrian scale, with a well structured environment characterised by a variety of housing. Buildings at New Osbaldwick will be unique by virtue of their location eg overlooking the greens, as gateways, part of neighbourhood centres and the central square, to which the housing will respond in scale and massing. The central square will be characterised by perimeter buildings that enclose the formal space and act as a backdrop for the landmark community building.

7.10.02

Style

It is intended that most housing will be 'background architecture' with clean forms, good quality materials and responding to context, but contemporary in character. Local distinctiveness will be assured through the location of the building within the hierarchy of the layout.

	<p>A range of colour and materials palettes will be developed as part of the design codes, to help instil a sense of place grounded in the natural landscape, with a limited palette of high quality material. Traditional, tried and tested materials will be preferred throughout the development. While the architecture of New Osbaldwick belongs to the twenty first century, the colour texture and use of materials will anchor the development within the genus loci of the City of York and specifically the Osbaldwick and Tang Hall area.</p>		<p>encourage a diversity of architectural languages, based on a contemporary or timeless style. It is envisaged that the developers will use a number of architects to provide a diversity of style between and within the neighbourhoods.</p>	<p>chain methods can provide sustainable dwellings to high performance standards, quickly, accurately and cost effectively. It is recommended that a substantial part of the scheme is built using advanced timber frame methods. The house shells have been designed to be wide frontage of varying widths to suit household sizes with a constant front to back dimension of 5.7 m. Wide span floor and roof panels allow complete freedom of internal layout using non loadbearing partitions. Highly insulated wall and roof panels can be clad in a wide range of different materials. Roof 'cassette' panels offer open attic space for habitable use. The panels are usually made from composite 'I' beams acting as studs sheathed on both sides and insulated with recycled cellulose blown fibre. The wall panels include a service zone for the simple and rapid installation of services without the need to disturb the integrity of the panel.</p>
7.10.03	Image	<p>The elevations to dwellings will be carefully composed, to achieve a simple, unadorned appearance, with detailing and decoration appropriate to the house style, authentic and relevant. Elevations will be balanced to achieve an overall repose. The modelling of building forms should create visual interest and variety. Each building is composed of related forms, with for instance, the same pitch to roofs. The principle elements are clear against the subsidiary forms. Modelling is considered to play a direct role in the street scene, contributing to the interest and variety of frontages, with forms of modelling such as three storey dwellings against two, overhanging jetties, set backs and projecting bays or gables all adding significantly to the interest.</p>	<p>7.10.05 Unity</p> <p>Diversity will be encouraged with appropriate elements being distinctive, responding to their different functional requirements, but they will each share common characteristics to maintain coherence and an overall unity.</p> <p>7.10.06 High Quality</p> <p>The evolving masterplan and design guide will provide the framework from which a high quality design can be encouraged, providing an integrated, vibrant, vital and sustainable background for 21st century sustainable living.</p>	
			<p>7.11.00 Construction Strategy</p> <p>7.11.01 The guiding principles behind the construction strategy may be summarised as follows:</p> <ul style="list-style-type: none"> i Maximise the efficient use of material resources, ii Select materials that are naturally renewable, iii Use previously used materials, when possible, iv Use materials with a high recycled content, v Use locally produced materials with reduced embodied energy for transport, vi Use of local labour in construction. <p>7.11.02 With others, PRP Architects have carried out research into the use of timber frame in housing. Advanced timber frame technologies and supply</p>	<p>7.11.03 The storey height panels are generally made off site or in a special temporary on site factory if the economy of scale justifies this approach. Further investigation will be undertaken to establish the on site manufacturing potential to increase the local labour and employment content of the project.</p> <p>7.11.04 The aim is to integrate innovative 'open' design solutions with a housing process using best practice construction methods resulting in a high standard, cost effective zero defect home.</p> <p>7.11.05 PRP Architects and their partners in the timber frame research project believe that New Osbaldwick offers an ideal location to put into practice the advanced timber dwelling technologies. The Partnership would welcome the opportunity of discussing their proposals further.</p>
7.10.04	Diversity	<p>A variety of architectural languages are appropriate, the development is envisaged as accommodating a variety of styles and types of development within the overall conditions prescribed in the guidelines. It is proposed to</p>		



View of community building and adjoining mixed use housing



View of neighbourhood square



4 Built Form



Interior View



Low maintenance materials



Variety in Elevation

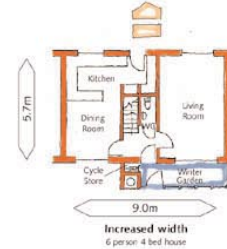
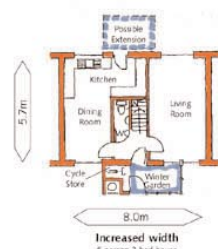
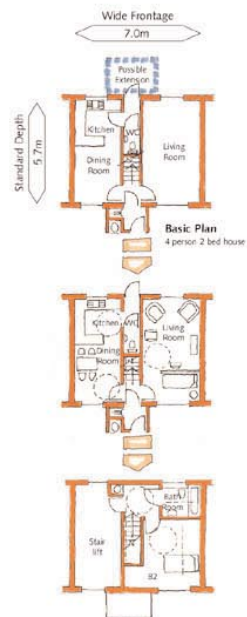


Wide span timber house

The Advantages of Wide Frontage House Plans

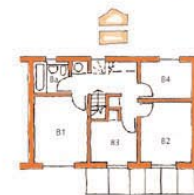
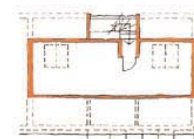
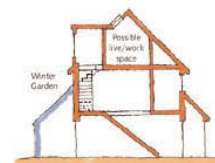
Flexibility

- Variety of internal layouts possible
- Opportunity to extend ground floor or create attic loft for home working
- Attractive front elevations
- Inexpensive shape to build
- Good wheelchair access
- Meets Lifetime Homes recommendations
- Good shaped 'square' gardens



Sustainability

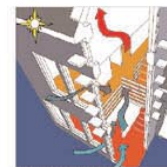
- Habitable rooms orientated south for solar gains
- High levels of insulation limit energy consumption and CO2 emissions.
- All rooms naturally lit and ventilated
- Water recycling to reduce consumption
- South facing roofs allow use of solar and photovoltaic panels
- Building materials from renewable or recyclable sources
- Winter gardens and storm porches
- Cycle storage



Photovoltaic roof panels



Winter Garden (ECD Architects)



Passive stack ventilation



Landmark corner dwelling (ECD Architects)



NEW OSBALDWICK
A natural community

8.00.00 Design Guide

8.01.00 Introduction

8.01.01 As the masterplanning process develops, it is recommended that a detailed Design Guide is prepared to assist the architects implementing the proposals. The aim of the guidelines is to set development principles that result in a cohesive scheme of the highest quality. They will be written in a way that encourages flexibility and innovation ie not prescriptive. The guidelines will be reviewed throughout the process to allow new approaches to design and refinement of the brief.

8.01.02 The guide will describe in detail the desired character and form of the development. This report will form the basis of the guidelines and in particular, the sections on Masterplanning, Built Form, Sustainability, Landscape and Movement. The report will be expanded to explore the principles in greater detail.

8.01.03 The PRP Architects team will welcome the contribution of City of York Council, Joseph Rowntree Foundation and Consultative Panel in the development of the Design Guidelines.

8.02.00 Role of the Masterplanner

8.02.01 The masterplanner plays an essential role in ensuring that the original vision turns to reality on site. It is this Team's recommendation that the masterplanner is retained throughout the building process to act as the guardian of the concept.

9.00.00 Sustainability

9.01.00 Core Principles

9.01.01 Sustainability will be central to the development of the new homes and living in New Osbaldwick. There are many definitions of sustainability, however the most widely quoted is that used in the Brundtland Report which can be summarised as:

'Meeting the needs of today without compromising the ability of future generations to meet their own needs.'

9.01.02 The definition points towards the following goals:

- zero fossil fuel use, ie only energy from renewable sources
- water use at a level of natural replenishment
- zero pollution of earth, air or water
- raw material resource use at the level of natural production

These are the goals which are driving the environmental design principles for New Osbaldwick. Reaching these goals is challenging and is unlikely to be feasible given current restraints of present technologies, available finance and lifestyles. However, it is believed significant progress can be made toward these aims. A detailed strategy has been devised based on this approach and also to continue to progress towards these goals over time.

From the broad goals outlined above, a series of measurable indicators for sustainability will be developed. These give specific targets and will in turn provide the basis for specific actions and measures.

9.02.00 Examples of Environmental Performance Indicators

9.02.01 Examples of Environment Performance Indicators are shown in Appendix (ii)

9.03.00 Risk and Innovation

9.03.01 Achieving high targets often requires higher investment and higher risk. For this reason it is proposed to manage risk by applying carefully considered packages of measures that balance risk with innovation and sustainability goals.

A three tiered approach is proposed:

i Site Wide

Current best practice for energy efficiency, water use, material selection and construction techniques. This standard goes well beyond current Building Regulation Standards for energy efficiency and uses proven measures which will give high quality homes.

ii Innovative Measures in 5% of Buildings

Current best practice with innovative measures not widely proven in the UK market, but technologies that are fully developed and ready for the market.

iii Experimental Measures in 1% of Buildings

Current best practice with experimental technologies not yet fully market tested but which offer significant environmental benefits.



9.03.02 Innovative and experimental measures will be applied where appropriate to each house type. It is the intention that 'pepper-potting' of environmental features will be avoided so that a fully integrated and coherent strategy to environmental issues is implemented.

9.04.00 Continuing Improvement

9.04.01 The brief calls for a phased development. This enables a dynamic approach to the specification to be taken with standards driven higher over time. Successful innovative and experimental technologies appraised in the first phases will be adopted in the later phases as standard features across all the buildings.

9.04.02 Appropriate monitoring will be identified and case study requirements established. Through consultation with BRECSU, DETR, ETSU, the Housing Corporation and others responsible for promoting sustainable housing, funding will be sought to carry the studies out. The new residents of New Osboldwick will be consulted regarding any such initiatives.



9.05.00 Energy Conservation

9.05.01 A step by step strategy is proposed that will reduce the scheme's net CO₂ emissions to zero:

- reducing energy demand to a minimum
- meeting this demand with the most efficient appliances
- using renewable energy to serve these appliances and
- using carbon storage to offset any carbon dioxide emissions created

9.05.02 To reduce energy demand all dwellings will be designed to achieve a National Home Energy Rating of 10. In order to achieve an NHER of 10 a range of measures will be introduced:

9.05.03 Solar Access

Rather than the masterplan being dictated in form by the necessity of a north/south orientation for each dwelling, the approach is to provide flexibility of layout based on the principle of a series of urban blocks. This can be achieved by

providing dwellings with access to a suitable south facing surface, normally its roof. This provides the facility for solar thermal collectors or photovoltaic panels to be fitted at the time of construction or later in the building's life. This approach ensures that the adoption of future solar technologies will not be precluded by masterplanning decisions taken today.

9.05.04 Good Daylighting

Windows will be designed to provide good daylighting and to meet the Environmental Standard target daylight factors. This will reduce energy demand for lighting while avoiding excessive heat loss in winter. It will also make the homes more attractive and pleasant places to live.

9.05.05 High Levels of Insulation

Timber frame construction will allow high levels of insulation. Glazing will be in high quality sustainably sourced timber frames with low emissivity double glazing and will be fitted with trickle ventilation. The target U-values will be as follows:

Walls	0.26 W/m²K or less
Roof	0.15 W/m²K or less
Glazing (glass only)	1.9 W/m²K or less

9.05.06 Ventilation

Controlled ventilation will be provided to reduce heat losses and give a healthy and pleasant indoor environment. Passive stack ventilation which has no running costs and no mechanical parts to repair, or Ventaxia 'LoWatt' fans consuming only around 3 - 5 Watts are proposed.

	The use of photovoltaics to meet the electrical demand will be investigated.		cost saving of £17/year over electricity. All houses will be equipped with a gas cooking point and gas hob/gas oven appliances will be offered as part of the low energy appliance package.		these emissions, along with the emissions resulting from construction, will be offset through Climate Care's CO ₂ offset programme, with the result that New Osbaldwick will make no net contribution to CO ₂ emissions and in effect will be 'climate neutral'.
	In addition, attention to detail and quality control on site is essential to reduce infiltration rates to 6ac/hour at 50pa.				Climate Care will provide a Warrant to developers, to offset the CO ₂ emissions for a given development. The cost of carbon offsets is relatively low at 0.12 pence per kWh for gas and 0.24 pence per kWh for electricity. Costs for 10 years of carbon offsets range from £150 to £250 depending on the size of unit.
9.05.07	Efficient Heating	9.06.00	Energy Supply and CO₂ Emissions		
	All units will be provided with high efficiency gas condensing boilers, with a NOx emission rate no greater than 70mg/kWh.	9.06.01	Having reduced energy demand to a minimum sources of energy supply which will help reduce CO ₂ emissions to zero have been investigated.		
	Thermostatic radiator valves will provide zone control and thermostats and seven day programmers will be provided that are easy for occupants to understand and to set.	9.06.02	Solar Water Heating		
			As an example, 4m ² of solar water heating panels installed on a south facing roof slope will provide between 50 to 70% of the total hot water demand for a large 4 bedroom family house.	9.07.00	Innovative Energy Systems for Demonstration
9.05.08	Energy Efficient White Goods	9.06.03	Green Electricity	9.07.01	Photovoltaics
	The greatest source of carbon dioxide emissions and energy cost in low energy housing is lights and appliances. A package of white goods will be specified using only those appliances with an A or B rating under the European Union ECO Label scheme. Both running costs and CO ₂ emissions will be reduced as a result		It is now possible to purchase electricity generated entirely from renewable sources. There is an accreditation scheme for these suppliers and it is intended that each purchaser or tenant will be provided with a pack of information explaining the impact that energy use has on the environment and setting out those suppliers who have been accredited under the 'Future Energy' initiative and are able to supply to New Osbaldwick. This will be available prior to the signing of completion documents and will be included in the developer's home purchasing pack and in the handbook for the affordable housing.		Photovoltaic panels convert sunlight into electricity. They can be mounted on the south facing slopes of roofs to supply electricity either to the home or to the national grid when there is no requirement for electricity within the home.
9.05.09	Low Energy Lighting				Although not currently cost effective, photovoltaic is likely to become viable in the next 10-20 years. We will ensure that this technology can be easily adopted in the future by providing suitable south facing surfaces. As a demonstration, it is proposed that photovoltaic technology is used in around 1% of the dwellings to promote its use.
	All housing will be equipped with low energy compact fluorescent lamps (CFLs) in all main living areas and external lights. Each bulb will save more than £50 over its lifetime.				
9.05.10	Cooking	9.06.04	Climate Care Carbon Offsets	9.07.02	Water Use
	Gas cooking uses slightly more delivered energy, but for a typical 3 bed unit results in a 20% reduction in CO ₂ emissions for cooking and a fuel		While heating and hot water consumption will be reduced to a minimum, it will still be a source of carbon dioxide emissions. It is intended that		Mains water use will be reduced by over 40% by the installation of low water use services and appliances and by recycling grey water for WC flushing.

9.07.03 Water Conservation - Best Practice

All dwellings will be equipped with the following water conservation devices:

- Either 6 litre or dual 6/3 litre flush WCs
- Spray/aerator taps on WC and bathroom basins
- Spray/jet taps on kitchen sinks
- Water efficient showers

Water meters are required to be fitted in all new homes. This will enable occupants to make money savings as a result of the water saving measures installed.

Houses with gardens will be provided with rainwater butts for garden watering and for reducing storm water run off. Permeable hard surfaces will be used wherever possible to reduce storm water run-off.

9.07.04 Grey Water Recycling - Innovation

The water used for flushing WCs accounts for 35% of all the water used in UK homes. This represents a significant area of potential savings, both in running costs to householders and water resources since this water need not be treated to drinking water standard.

It is proposed to use a water recycling system such as 'Waterwise', developed by AB Water Services, a joint venture between Beazer Group PLC and Anglian Water.

In this system, all the waste water from the dwellings flows to a central treatment plant where it undergoes a microbiological treatment process. The plant is fully enclosed and compact in size -

for this development about the size of four garages.

Of the treated water, approximately two thirds can be safely discharged into Osbaldwick beck. The remaining third is pumped back to the homes to be used for WC flushing. Each house will have two water supplies: a conventional mains supply for all uses apart from WCs, and a second exclusively fed by the on site Waterwise system and only used for WC flushing.

In contrast to other grey water recycling systems which are placed in individual houses, this system will not require individual tanks and pumps for each house and consequently any maintenance is reduced and confined only to the central plant. The maintenance costs will be recovered from a sewage charge paid to AB Services Ltd instead of the local water company.

The solid waste residue is removed periodically by tanker and can be used as agricultural fertiliser.

By recycling water for flushing WCs, mains water use will be reduced by 30%. As demand for water will already have been reduced by low flush WCs, spray taps and low water use appliances, the overall water savings compared to a conventional home will be around 40%. Therefore, the overall costs to occupants for water supply and disposal will be around 40% lower than the cost for a conventional metered supply without the use of water conservation measures. In addition, any need for upgrading the conventional sewage mains to cope with the new development will be removed.

9.08.00 Selection of Materials and Use of Resources

9.08.01 In selecting construction materials preference will be given to the following:

- Natural renewable materials
- Reused materials
- Materials with a high recycled content or
- Locally produced materials with reduced embodied energy for transport.

9.08.02 Materials known to have a detrimental environmental effect in manufacture, use or disposal will be avoided.

9.08.03 As part of detailed design guidance, BRE Green Guide for Housing Specification will be used to select those materials with the lowest overall impacts.

9.08.04 Embodied energy is the energy used in construction and includes the energy used in obtaining raw materials, processing them and transporting them to site. In order to assess the embodied energy, calculations will be carried out for the proposed house designs using 'BEAM', a life cycle energy model developed by ECD and European partners.

9.08.05 Sustainable Timber

It is proposed that most dwellings will have a timber frame to reduce embodied energy and make use of a natural and renewable material. This will also allow the use of cellulose insulation manufactured from recycled newspaper.

Where possible all timber will be sourced from demonstrably sustainable sources. Where possible all timber will be selected from suppliers

	certified by the Forest Stewardship Council (FSC) or from UK sources where appropriate and available.	9.08.10	Recycling Facilities	10.00.00	Landscape and Open Space Strategy
9.08.06	Locally Sourced Building Materials		The masterplan will incorporate facilities for making recycling an everyday part of life. Any existing recycling or collection schemes will be integrated into the homes at New Osbaldwick.	10.01.00	Introduction
	Where possible, preference will be given to locally produced materials.			10.01.01	The landscape strategy seeks to conserve and enhance the natural bio diversity of the site while adding a network of open space and planting which integrates the new built form with the existing and provides a high level of amenity for the new and existing communities in an ecologically rich and sustainable way.
9.08.07	Reclaimed Materials		To encourage all householders to recycle, the bin storage will be designed to accommodate the several bins for sorted waste. A compost bin will be provided in the rear garden to allow vegetable waste to be composted.		
	Where appropriate and where available at the time of construction, locally available demolition materials will be used for fill and hardcore and crushed concrete aggregates will be used in concrete foundations, paths or site roads.	9.08.11	Guidance to Purchasers and Tenants	10.02.00	Key Criteria
9.08.08	Ozone Depletion		When properties are sold or let, the occupants will be provided with a manual that explains the energy efficiency, water conservation and other features of their home. This will explain how best to operate and maintain the systems to achieve the lowest possible bills and environmental impacts. The manual will also explain how much the systems in their homes save compared to conventional homes, encouraging them to discuss these issues with others.	10.02.01	To achieve this integration key criteria have been addressed.
	All insulation materials will be selected to be CFC and HCFC free. This will include insulation for walls, roofs, hot water cylinders, pipework, lintels and cavity closers. The white goods package offered will exclude the use of fridges and freezers using ozone depleting substances either as refrigerants or in their insulation.				<ul style="list-style-type: none">i Conserve and enhance the bio diversity of the Beck and its environs by creating a wet meadowland with an integrated system of backwaters and reed beds.ii Retain and reinforce the hedgerow system wherever possible by introducing a green lane configuration of double hedging and creating hedge buffers between new and existing home plots.iii Introduce water bodies and marginal land to increase bio diversity and facilitate water run off filtration and flood management.iv Introduce native tree species to the main access road systems to provide ecological 'stepping stones'.v Provide eco rich aquatic base areas for educational use and integrate with existing schools.
9.08.09	Reduced use of PVC	9.09.00	Transport		
	There is currently concern that chlorinated plastics such as PVC may be having harmful effects on health and our environment. The use of PVC will be reduced. All houses will utilise clay drainage pipes underground, aluminium rainwater goods, high density polyethylene (HDPE) or polypropylene pipes for internal drainage, softwood window frames and PVC free internal finishes.	9.09.01	After buildings, transport is the second largest source of CO ₂ emissions and is the fastest growing pollution sector. The recommendations for an integrated approach to transport are included in the section on Movement.		



Aerial View

<ul style="list-style-type: none"> vi Provide stimulating, robust play facilities for all ages and abilities in passive and active form that is well screened and linked with cycle and pedestrian routes. vii Introduce areas of natural woodland and coppicing to create natural habitats and eco niches of local and regional significance. viii Encourage wildlife to safely penetrate and inhabit the site by incorporating green corridors, eco stepping stones and specific flora and fauna niches. ix Create a streetscape that promotes identity and 'sense of place'. x Retain and enhance bridle ways. xi Ensure the continuity of the Sustrans Cycle route through and beyond the site by integration into the open space system. 	<p>10.03.03 The new meadows will be a source of delight for those that walk through them and will prove an educational asset for local schools and interested bodies. A strong link with the residential home and Scout Headquarters is envisaged.</p> <p>10.03.04 Benefits: New species of aquatic life, invertebrates, reptiles, fish and bird life will inhabit the meadows while it is hoped mammals like voles and shrews will enrich the area.</p> <p>10.04.00 Hedgerows</p> <p>10.04.01 The hedgerows on the site are mature and make a positive contribution to the Eco diversity. However, to accommodate a plan that has intrinsic human scale, architectural richness and sequential space and form, it is proposed to remove some of them.</p>	<p>microclimate will be improved especially to the educational areas.</p> <p>10.05.00 Water Bodies</p> <p>10.05.01 A major consideration in the development of the new scheme is the management and storage of run off water. To facilitate a natural approach to this problem a system of strategically placed reed beds and balancing ponds have been sited to take run off water. These ponds have the advantage of both adding to the amenity and increasing the bio diversity. To increase natural filtration to the beds, many of the surfaces to road and pathways will be of a permeable make up.</p> <p>10.05.02 Benefits: Sustainable management of run off water to create purity and flood elevation. Enriched bio diversity by attracting aquatic species and encouraging nesting birds.</p>
<p>10.03.00 The Beck</p>		
<p>10.03.01 Osbaldwick Beck has traditionally been an important element in the make-up of the character of the area. It started as a key source of drainage for the agricultural use of the fields in the mid 18th Century and has recently acted as a source of ecological and amenity richness as it flows along the south edge of the site and through the old Osbaldwick village.</p>	<p>10.04.02 To compensate for this, those that remain have been added to with a parallel row of hedge to form a green lane. Such a configuration ensures that new species establish quickly and that the new microclimates encourage a richer spectrum of flora and fauna.</p>	<p>10.06.00 Planting Strategy</p> <p>10.06.01 The major design characteristics of the planting strategy is to promote the use of native species throughout the scheme.</p>
<p>10.03.02 The design proposals recognise the importance of this valuable natural asset by increasing both its ecological and amenity value. By feeding backwaters of the main stream and reducing the level of the land in various strategic places, a water meadow system is envisaged which can accommodate a much wider aquatic ecological diversity while offering the opportunity to manage the site's water run off through a controlled system of reed beds and balanced ponds.</p>	<p>10.04.03 Further native hedge planting is envisaged between old and new garden plots and to the boundaries of the site. A diverse selection of native species will be used to accelerate ageing of the Hedge System and more unusual 'plugs' of wild flowers will be planted along the green lanes.</p> <p>10.04.04 If it is financially and horticulturally viable hedges to be removed will be relocated to new positions.</p> <p>10.04.05 Benefits: Increased shelter provides habitats for a wide range of flora and fauna. Bird life will be found closer to home gardens. Shelter and</p>	<p>10.06.02 This has the benefit of greatly enriching the bio diversity of the site by attracting the diverse flora and fauna accompanying native species. The disadvantage is that native trees are often of spreading habit but this has been addressed by single avenue planting of native species on the primary streets and introducing woodland and coppicing where space and conditions permit.</p> <p>10.06.03 Secondary streets will be planted with smaller native species while recreational nodes and parkways will be planted with native shrubs and natural hedgerows, peppered with native trees.</p>

10.06.04 The creation of a natural succession of trees from 'Birch to Oak' will be encouraged to strengthen the ecological profile of the area and add to the sustainability of the scheme. Key vistas will be framed by the planting and the sequential experience enriched by their presence.

10.07.00 **Educational Zone**

10.07.01 The educational importance of the natural environment has been recognised by the introduction of an educational zone which provides an area of diverse ecological niches arranged as an outside Class room. A pond, marginal land, meadow, hedgerows, lanes, copse and boardwalks can all be found in the vicinity of a small study and interpretation building which also acts as a hide for bird watching.

10.07.02 This zone is linked with the rest of the open space network by a system of pedestrian and cycle routes which provides the opportunity to create nature trails and educational walks throughout the site and to the rest of York.

10.07.03 It is thought beneficial that the landscape infrastructure to the school should be reinforced and linked to the new zone in a positive way to embrace the principles of Best Value. The supervision and construction of the zone could be carried out by local school children and 'policed' by local inhabitants and interest groups.

10.08.00 **Play Facilities**

10.08.01 Play nodal points have been strategically placed within the open space structure. Care has been taken to maximise accessibility but minimise

intrusion both for the inhabitants close by and for the wildlife and sensitive sustainable eco niches which have been created or maintained around them.

10.08.02 It is hoped that well designed play areas will greatly reduce the need for the young of the community to vandalise the natural environment. Active play in the form of ball games and cycle pursuits is encouraged in the main green areas while adventurous play is catered for at Local Park nodal areas.

10.09.00 **Community Woodland**

10.09.01 In step with National policy the new design incorporates pockets of community woodland both as single species coppices and as mixed native woodland groups. This policy ensures that the ecological richness of the overall area is increased and that the sequence of the open space is given significant visual and ecological weight.

The woodland belt will also act as buffer zones and climate controllers and can be used as part of the educational network.

10.10.00 **Wildlife Penetration**

10.10.01 The area at present has a strong variety of native birds which utilise the hedgerows and Beck areas. Shy mammals like voles, field mice and squirrels inhabit the understorey to conserve and develop the propagation of these inhabitants. The site is configured to aid the penetration of flora and fauna throughout the site and in most cases enhance the survival rate of existing species and attract new species by developing

special ecological niches - in particular the system of reed beds, wet meadows and woodlands connected by open space.

10.11.00 **Streetscape**

10.11.01 The streetscape is devised with intrinsic human scale by bringing together articulated built form and strategically placed planting to create spatial definition and scale appropriate to the areas and the aspirations of its new inhabitants.

10.11.02 The strategic placement of trees and hard and soft verges, which will be accompanied with appropriate street furniture and lighting to help create the desired safe and high immunity environment.

10.12.00 **Bridle Ways**

10.12.01 The routes along the disused railway line and the edge of the site at Metcalfe Lane can be utilised for bridle ways but only after careful consultation with other users. Soft surfacing and robust equine railings and chicane cross overs would ensure safety integration.

10.13.00 **Cycle Routes**

10.13.01 The important existing Sustrans Cycle route which utilises the disused railway line will be modified to connect with the new streets and recreational routes within the new community and add to the permeability of the site for all its inhabitants and other visitors.



View of Neighbourhood Square

11.00.00 Movement

11.01.00 Movement Analysis

11.01.01 Walking

Within a five minute walk (400 metre radius) of the site there are a wide range of facilities available. The area includes many local corner shops and individual facilities along with the parade of shops at Tang Hall Lane.

11.01.02 Cycling

Equally there are a wide range of facilities accessible within a short cycle ride from the site. York caters very well for the cyclist and this site is no exception as part of the Sustrans cycle network runs along the old Derwent Valley rail line and provides an excellent connection into the City.

11.01.03 Public Transport

A number of bus services pass close to the site. In brief these are:

- 13 & 14 on Bad Bargain Lane
- 7 on Tang Hall Lane
- 4, 5, 15 & Y15 to Osbaldwick via Osbaldwick Lane

From the community consultation day it was noted by many of those in attendance that in general the bus service in York is reliable and well used.

11.01.04 Vehicles and Access

At present the surrounding network operates well within its capacity with the exception of some roads and junctions during the peak hour periods. The development of additional dwellings on this site will inevitably lead to an increase in the potential numbers of vehicle trips generated but with the measures proposed for the site and surrounding area it is intended to reduce the need to travel by car for the area as a whole.

Existing vehicle access points exist on Meadlands, Fifth Avenue, Temple Avenue and Osbaldwick Village.

11.01.05 Travel Modes

An analysis of how people move around in York as compared to the UK as a whole has been undertaken. For cycling it appears that York already has a head start on the rest of the country since a greater than average percentage of people cycle and this appears to correlate to a reduced level of car use.

Therefore how can the need to travel by car be reduced even further?

We will aim to reduce car use on our site, in the surrounding area and in York as a whole by the introduction of the following measures:

- A pedestrian orientated layout with direct links to facilities and public transport
- A safe environment for walking
- Bringing bus route into the site (either bring in 7 and/or 15 or route service straight through)
- Budget City Car Club for this area and York as a whole
- A Tesco (or other large supermarket) local shop which will linked to larger store by email for deliveries. This local store will provide the essentials and fresh products and will have the facility to act as a location for the collection of home deliveries
- Targets for how it is believed people will travel in the future in this area of York. By the introduction of the measures above, combined with a movement 'friendly' masterplan, it is our aim to promote and achieve the target levels as set out in Appendix (iii)

11.01.06 Reason for Travel

The three main reasons for people driving (UK statistics) are going to work, the shops and visiting friends.

Set out in Appendix iv are some of the ways in which we will aim to tackle how people move around.

11.02.00 Development Concept

11.02.01 After buildings, transport is the second largest source of CO₂ emissions and is the fastest growing pollution sector. The use of the private car not only results in carbon dioxide emissions but also releases benzene, alkenes and other pollutants known to have a detrimental effect on health. It is unrealistic at the present time to expect the occupants to give up their cars altogether, however, a series of measures have been put in place to reduce their use.

11.02.02 Walking and Cycling

The indicative masterplan shows a network of permeable streets which will promote the ease of movement through and to the development by foot and by bicycle. This will also give some life to all streets as there will be people using them.

The whole area will be designed to act as a 20 mph zone for vehicles in order to ensure that pedestrians and cyclists feel safe.

The potential for home zone areas will also be explored and it is intended that home zone areas will be designated.

Cycle storage and lock up facilities will be provided with each dwelling and it is proposed to introduce a small scale cycle hire shop at the community centre central focus so that bicycles can be stored, hired and repaired at this key location. This is also on the Sustrans route which could potentially be expanded further to the east.

The layout is designed in relation to the needs of those on foot and has not been dictated by the requirements of the motor vehicle.

11.02.03 Public Transport

A bus route will run through the site with a central bus stop adjacent to the other facilities and amenities. All residents will be within a five minute walk of the bus stop.

Further to the discussions with David Pearson at City of York Council and with John Fletcher at First York Buses, it is possible that this route could be generated by linking the numbers 7 and 15 services. At present these run on different frequencies and utilise different bus types but in the future it is intended that the vehicles will be updated and that service timetables will be revised. As an interim measure and to ensure that the first dwellers at New Osbaldwick are served by public transport it is proposed to extend the 7 service into the site via Fifth Avenue and Temple Avenue. This will stop in the central area and it is intended that this service should be in place as soon as the first dwellers arrive.

11.02.04 Access

The various measures outlined will aim to reduce the number of trips made per day by car. By tackling the key reasons for movement (working, shopping, socialising and the school run) it is intended to put into effect a modal shift in how people move around for both the residents of New Osbaldwick and the surrounding area. The long term and knock on effects will potentially alter the ways in which people in York as a whole travel.

Vehicular access to the site will be made via the four existing access points. This approach will spread the load of additional traffic that will be generated and the number of proposed dwellings

accessed from each road reflects the ability of the adjoining settlements to accommodate that traffic.



Many of the surrounding streets are residential in nature and carry relatively low volumes of traffic. The measures being encouraged to reduce the need to travel by car and the dispersal of trips generated intend to limit the impact of additional traffic on the surrounding area. In addition, because the measures being promoted here are for all in the community and not just for residents on this site, it is hoped that other car trips will also be reduced.

Internally the layout of the development has been designed to permit some cross flow of vehicles in order to bring some life into the new centre. The

design of the streets and spaces through which they flow limits traffic speeds and this will act as a deterrent to the potential for this site becoming a bypass or rat run. The layout has been based on principles as set out in the DETR publication 'Places, Streets and Movement' which aims to control the dominance of the motor vehicle and to create places that relate to the human scale and that best serve those on foot.

Access for the bus route will be via Osbaldwick Village and Fifth Avenue. Bus priority measures will be introduced as necessary to ensure the bus is able to move quickly and freely.

11.02.05 City Car Club

In conjunction with Budget Car and Van Rental, it is proposed to test the feasibility of, and if acceptable, introduce the City Car Club concept here at New Osbaldwick and eventually for York as a whole.

The car club concept which is commonplace in Europe, is now up and running at Edinburgh in the Slateford Green car free housing development. The intention is to introduce a station for the scheme where cars are parked at the community centre area in the development. A typical station for this area would hold around four to six vehicles although larger stations are possible where the demand is present. Preliminary discussions with Budget about the concept suggest that two spaces for vehicles could be provided initially and further spaces could be added as the scheme grows. In addition, a facility could be provided in the Tang Hall area so that the benefits to local people are widespread.

The scheme operates by the payment of a small annual fee and then the car club member simply rings up at least fifteen minutes in advance to book a vehicle. A range of vehicles are available from a small city car up to a transit van. The vehicle is charged for by the length of time hired and the distance driven. All insurance and maintenance costs are covered by the operator and the individual is invoiced monthly.

11.02.06 Car Parking

In general, car parking areas are provided to the rear of development blocks with some additional on street and visitor parking provided.

On many properties, the second car parking space has been allocated in the rear garden area and is accessed via gates into the rear courtyard. This arrangement allows for the occupier, should he or she choose, to only own one car (and perhaps use the City Car Club) so that more garden space can be used for garden purposes. The gates ensure that if occupiers move on, the dwelling will still potentially meet car parking standards. Other areas of flexible parking will also be introduced so that as travel patterns alter, more space can be returned to other uses. This robust nature of the design will allow for changes in how we move around in the future.

All dwellings will have a minimum of one space. It is felt though, that with the measures described above, and the potential from the bus services and car club, that a minimum of new dwellings will have additional spaces. The number of spaces allocated will be monitored during each phase of development to ensure that overspill parking into the surrounding communities does not occur.

11.02.07 Shopping, the Internet and the School Run

All new dwellings will have internet and intranet facilities and it is proposed that these are also made available to the wider communities. Some of the key potential benefits to residents from these will be:

A car sharing and school run scheme will be set up so that neighbours travelling to the same or near destinations or doing the school run can co-ordinate trips so that the number of people in each vehicle is maximised.

The creation of a link to a local large supermarket store (ideally connected with a smaller branch in the area) so that shopping can be ordered and then picked up at a specified time at the local store. The local store will provide fresh products and essentials but many of the larger and regular goods (eg washing powder and baked beans) can be ordered and delivered.

11.02.08 Home Working

In order to allow and encourage home working, each house will be equipped with additional telephone points and sockets in one of the rooms to allow it to be converted to a home office. Access will be available for modems, ISDN lines and BT Home Highway.

The use of timber frame technology allows consideration of the provision of flexible office work units within houses. These will include open plan accommodation on the ground floor which could be used as studio, workspace or office accommodation. Similarly, garage accommodation will include the necessary power

points and telephone connections so that those who choose not to have cars can simply convert this area to a studio or other workspace.

Home working will not only reduce the environmental cost of commuting, it will create a better community spirit within the hamlet, encouraging local employment through support services for homeworkers.

11.03.00 **Overview of Impact of Development on Surrounding Areas and Off Site Improvements**

11.03.01 The key concerns voiced by residents in relation to vehicle movement in the area have been:

- i That existing rat runs will be worsened with the development at the site and that it, in itself, will become a rat run.
- ii That there will be an unacceptable increase in traffic in the area with the new development.
- iii That current safety for children on the streets is poor and that it will worsen.

11.03.02 The masterplan has been designed to ensure that through routes for rat running traffic are not available. Some through access is provided via movement calmed square to bring local traffic into the central focus area. The bus service will have an unimpeded route created by the use of bus priority measures. In addition, pedestrians and cyclists will also have free flowing, direct and safe routes.

The layout of buildings and the use of traffic calming features, such as tables, will limit speeds in the development to 20 mph or less. In addition, measures to kerb existing rat runs such as Tranby Avenue, will be promoted as part of

mitigation measures that will follow from the Traffic Impact Assessment work.

- 11.03.03 Measures to improve the environment and to control the presence and speed of the motor car in the surrounding areas will include:
- i Street improvement works to Fifth and Temple Avenues to organise car parking by utilising existing verges where available.
 - ii Junction improvements on Tang Hall Lane and in Osbaldwick Village to slow and control vehicles at intersections and to allow for the safe passage of pedestrians and cyclists. These may comprise the introduction of mini roundabouts and/or zebra and refuge crossings.
 - iii The existing traffic calming measures on Bad Bargain Lane have been successful in slowing speeds and creating a better environment. As part of the TIA process, an assessment for the whole area would be made to assess additional measures that may be deemed necessary.
 - iv Some concern was raised over access through Meadlands. The masterplan shows that the number of dwellings located off this access will be kept to a minimum so that additional traffic will be limited.

11.03.04 A broad analysis of the likely additional vehicle trips that could be generated has been undertaken. Figures from City of York Council indicate that for similar new developments, the evening peak hour trip rate was 0.76 cars/unit. This is for all in and out journeys and the evening peak hour (5 p m to 6 p m) was shown to be the worst hour in the day.

This applies to standard developments. However, because of the measures being promoted at New Osbaldwick, it is estimated that this could be reduced by 0.16 cars/unit to 0.6 cars/unit. At Poundbury in Dorset, the standard trip rate for the area was 0.7 cars/unit and as a result of similar measures and its mixed use nature, a lower rate of 0.5 cars/unit was agreed with the local Highway Authority. It is believed therefore that this figure of 0.6 cars/unit is achievable at New Osbaldwick and that the measures being promoted will also help reduce car trips from existing dwellings.

Applying this figure to our proposal for a range of dwellings between 480 and 540, this would give a trip rate of an additional 312 cars in the worst hour of the day. Assuming that each of the four access points carried an equal number of trips (which in fact they do not, as on our masterplan, they have been sized according to their capacity to take additional vehicles), this would add an extra 78 cars or 1.3 cars per minute per access. In terms of the capacity of each road, this figure is very low and in terms of the impact to dwellers, pedestrians and cyclists, again this is relatively low.

11.03.05 Safety for all pedestrians and cyclists, and in particular, children, is paramount. At the school entrance in Fifth Avenue, a speed table will be provided to stop and slow vehicles on their journey so that this is recognised as a place where young children are present.

12.00.00 Community Involvement, Local Training and Employment

12.01.00 Introduction

12.01.01 To satisfy the wide ranging vision for New Osbaldwick, it is proposed to conduct the development of the masterplan in a holistic and comprehensive fashion. In particular, all issues will be subject to wide and varied consultation. Whilst the residents of the adjacent areas, through the panel, resident groups and through individual comment and debate, are vital to ensure a harmonious living environment meeting both their aspirations and those of the new residents, there are other views of equal importance that need to be taken into consideration. These 'other' views include those of:

- Officers and politicians of City of York Council
- Joseph Rowntree Foundation
- The lead agencies in York
- Other statutory bodies
- The voluntary and community sector
- Private developers

12.01.02 The above organisations understand housing by need (including special needs), demography, and demand, that is the prospective requirements for rent, sale and shared ownership. These organisations understand the priorities and policies of the Council and their partners in respect of the environment, health and social wellbeing, education, policing, safety, security, training, employment and enterprise. In addition employers needs will be sought through consultation representing the demand side.

Business clubs, the local Chamber of Commerce and the Skills and Enterprise Council will be invited to participate through interviews. This information will help to define what is required to ensure employment prospects, the supply side, are properly taken into account both in terms of preparation and training needs and in terms of developing employer links for interviews and jobs.



12.01.03 There is a balance to be achieved in a situation like this giving appropriate weighting to the views of existing tenants but taking into account the views of experienced professionals and officers about the prospective residents' and their likely needs, demands and aspirations. Where possible, there needs to be some involvement with prospective residents too. Clearly this could be problematic but it would seem to be desirable to negotiate for some of the social housing to be 'ring fenced' very early on for residents in the areas surrounding New Osbaldwick. They could then directly influence the design and development brief, maximising new resident involvement from the beginning. Whilst more difficult to negotiate a similar agreement with buyers of the homes for sale, it would be worth

considering the conditions under which this too could be facilitated.

12.02.00 Local Training and Employment

12.02.01 In order to maximise access to employment opportunities: in the local labour market, create intermediate labour market opportunities and develop appropriate enterprise ventures, it is proposed to conduct a local skills or 'talent' audit. The purpose is to identify aspirations for training and work and to create the conditions for a 'brokerage' system obviously to ensure local people can take advantage of any local labour in construction opportunities but much more widely in response to trends and gaps in the local employment market. The survey will help to ensure that training providers can customise their provision where necessary and that issues relevant to employers can be tackled.

12.02.02 The masterplan will seek to ensure that local labour in construction, construction training and local procurement are high priority actions for developers working on the site, it is intended to involve the CITB for advice and guidance. It is desirable to appoint a principal contractor for the longest period the client is comfortable with. The principal contractor would ensure economies of scale, but additionally, would be responsible for ensuring contractual adherence to stringent demands to source sub contractors, employees and purchasing locally and to commit to construction trades training. The longer the period of the appointment, the greater the potential benefits for training and local employment. It should additionally be possible to provide other opportunities for work experience, experiential learning and employment in other areas: for example tenant or community

development workers, office support, shadowing of professional services etc. These opportunities need to be identified so far as possible through the masterplanning process to ensure that support mechanisms are identified, additional costs are taken into account and that as developers are contracted, they understand their obligations to the scheme.

12.03.00 Consultation

12.03.01 The process of consultation and of developing the skills or talent register will serve the purpose of creating a wide sense of ownership and approbation of the scheme. Within this we will seek to develop the structures to ensure community ownership and participation but also mechanisms for supporting people into volunteering opportunities, training, transitional (intermediate labour market) schemes and employment or self employment.

So far as it is reasonable, opinion will be tested on the nature of the developments possible on or around Osbaldwick, so that the masterplan reflects the aspirations, needs and demands of local people in the surrounding areas and prospective residents of the new development. Our Team is anxious to ensure that the development is integrated into the local communities surrounding it maximising the use of existing facilities and developing new facilities only where they complement or contribute to the general needs of the area. In order to achieve these objectives for social, economic and community developments we will adopt the following four phase methodology:

- i desk based research
- ii demographic assessment
- iii employer/employment study
- iv consultation

12.03.02 Desk Based Research

To ensure clarity of the brief, to receive all existing data sources for the area we will meet with the clients, to:

- i agree the details of the brief
- ii outline political sensitivities
- iii identify key players and stakeholders who should be included in the consultation process
- iv receive social and economic assessments, baseline documents and identify other sources to follow up

It is important to be aware of other developments - both physical and social - in order that they inform our considerations, identifying any benefits of working collaboratively with other schemes. Pre-existing searches would be supplemented with appropriate additional data for example from the Henley Centre, Local Futures, the Labour Force Survey, the annual employer survey etc. The Census of Population data are very dated and should so far as possible be updated with later surveys and assessments.

12.03.03 Demographic Assessment

To maximise local participation opportunities, ensure that any local facilities (either on the site or in the surrounding areas) are likely to be well

utilised, provide appropriate volunteering, employment and enterprise opportunities we would want to inform the master plan by providing information beyond the basic detail of:

age
gender
ethnicity
and examine
economic activity
academic/vocational qualifications
structure of employment
structure of unemployment
(by age and duration)
aspirations

12.03.04 Employer/Employment Study

In our view it is equally important to retain existing businesses in the surrounding areas and help them grow as it is to identify new opportunities for business development in New Osbaldwick, we do not subscribe to displacing existing businesses. It is considered vital to spend as much time considering the supply side (prospective employees) as the demand (prospective employers and their jobs), hence, in addition to providing data about the existing and prospective pool of employees we would detail the nature of the labour market. This will help ensure that City of York Council and its partners; the local Skills Council, Business Link and other training and enterprise providers, should they need to, have the information available to plan or strengthen their infrastructure.

12.03.05 Consultation

Finally, and most importantly we will supplement the above with detailed consultation with key stakeholders. We expect these to be drawn from:

- i the City Council
- ii housing associations
- iii business community
- iv business support services
- v statutory bodies/agencies
- vi community/voluntary sector
- vii providers
- viii residents groups
- ix employers
- x schools and young people

It is considered to be an immensely useful task to conduct a household survey to ensure that public opinion is taken fully into account. A survey provides the opportunity for anyone to express concerns and fears and to identify aspirations and ideas. The residents of any area are the professionals about the place in which they live and should be given every opportunity to participate - not everyone feels comfortable to speak aloud at public meetings, to send written comments or to be personally identified. In addition a door to door survey provides the opportunity to gather very contemporary data about people's circumstances and to enquire whether people wish to participate in a skills/talent survey because they wish to volunteer, train, work or develop their own business. Most importantly, if the findings are acted upon it will increase 'ownership' of the scheme and ensure that the scheme supports community developments where they are desired. The consultation process will take

account of the masterplanning requirements and the social and economic assessment will be integrated with the other aspects - to ensure a sustainable and diverse approach to the development of Osbaldwick and its fit with the surrounding areas.

12.04.00 **Key Issues in Social, Economic and Community Development**

12.04.01 It is self evident that in developing a settlement there are no existing residents with whom to discuss need and demand. It is important for the continuing comfort and satisfaction of those living in the surrounds that they are consulted and that the views expressed are acted upon where appropriate, or explanations given to explain why other views can not be acted upon. However there is a need to determine the demand for and type of housing needed in the area and the likely demographics of the area as a result. We would like so far as possible to talk to prospective residents, or, following consultation with the Council and housing association developers, canvas demand in the local area for people who would like to relocate to New Osbaldwick and determine what the attractants are and why. New Osbaldwick must be designed with those prospective residents in mind to ensure the integrity of the site and its physical fit with its own population.

12.04.02 Pepper Potting

It is also the case that in the absence of understanding the dynamics of people living in an area that it is difficult to determine what level of community participation and activity is likely. In a recent publication *Living Together: community life on mixed tenure estates* (Demos)

Ben Jupp found that pepper-potting mixed tenure estates with housing to the same specification for owners and tenants was more successful than segregating owners and tenants or building to different specifications. However, community activity was most likely to be at street or work level rather than settlement level and pro-active community action is most likely to be prompted in response to adversity. Nonetheless there are a range of activities which may help to develop a sense of community, or encourage people to relocate who are most likely to want to develop community actions and use local facilities. In particular the way the development is marketed and promoted will determine the type of person who relocates.

12.04.03 One simple way of keeping people in touch with their local community is to develop a local directory of services and a welcome pack introducing all new householders to local community facilities and organisations/societies, resident groups etc. Regularly updated and circulated door to door, or supplemented by a community newsletter run by residents this is a typical 'village' communication tool.

12.05.00 **Participation and Facilities**

12.05.01 The following are some examples of the kinds of participation/facilities that may be sustainable for Osbaldwick, or in one of the nearby areas by supplementing facilities already operating. The list is not intended to be comprehensive and we will take account of those views expressed by consultees. Views will be tested on the following areas:

- i Local community development worker (to help residents and community/voluntary groups to

develop their ideas and to provide an administrative function).

- ii Estate management and/or running of local services (eg Grounds maintenance, horticulture).
- iii Multi-purpose community facility (complementary and linked to those facilities in the surrounding area, but self sustaining through modest fees).
- iv Community or co-operative shop.
- v Local resource bureau (linked to the internet, open learning centre, part time delivery of agency services and for community/voluntary organisations).
- vi A community cafe with the potential to provide a luncheon club for elders for example, and catering training as well as access to other services.
- vii A re-cycling and environmental protection centre (requiring local entrepreneurs and volunteers).
- viii Youth and young persons facilities (again to complement or add to the provision in the local area) including safe and managed play areas for younger children, kick about or activity sites for older young people.
- ix Developing activities with and around the community school (eg Eco-schools) to encourage the school to become community provision
- x Crèche and/or nursery facilities

12.05.02 Clearly there are cost implications to running any of the above but we take the brief to include costing any proposals and seeking potential funding streams.

12.05.03 The phasing of community provision is tricky, there is no point in leading with a facility that will be under utilised for some years and be

unsustainable. On the other hand, the type of facilities provided will undoubtedly be one of the attractants. If a site is identified off New Osbaldwick, it may be desirable to begin the development early in the programme relying on the residents in those surrounds to use it and 'gearing' up as the housing is constructed. It is intended to canvas opinion about this but also to consider the feasibility of a mobile provision, small and capable of serving New Osbaldwick and the surrounding areas. The type of facilities this would suit include mobile ICT training, open learning, taster training, library, community store, environmental awareness.

13.00.00 Phasing Strategy

13.01.00 Objectives

13.01.01 The aims of the phasing strategy may be summarised as follows:

- cause as little disruption to the existing residents as possible,
- create a critical mass early in the development programme,
- build some of the community facilities in the first phase,
- ensure public transport runs through the site from the earliest possible time,
- ensure a balanced tenure mix from day one,
- high design and build quality to set standard for whole project and establish sales values.

13.02.00 Programme

13.02.01 Preliminary views on the marketing suggest that approximately 80 - 100 sale homes could be sold per annum giving a construction programme of approximately four years.

13.03.00 Construction Access

13.03.01 To minimise disruption to the existing neighbours, it is suggested that consideration is given to using the route of the old Derwent Railway to the east of the site. The access would then turn south at the industrial estate to join Murton Way at the junction with Osbaldwick Link Road. This would, of course, require the agreement of the land owners. It has the advantage of keeping construction traffic away from all the surrounding residential areas.

13.04.00 Phasing

13.04.01 The following phasing sequence is proposed:

Phase 1 - Neighbourhood adjoining Osbaldwick Village

- i Construction of temporary contractors access from the east, see 13.03.01 above.
- ii Contractor compound on site.
- iii Infrastructure and roads for Neighbourhood 1 including road to connect with Fifth Avenue to enable buses to operate early in the life of the building programme.
- iv Construction of the dwellings in Neighbourhood 1.
- v Construction of the landmark community building and key community services and facilities.
- vi All areas of open space remodelled and

- planted.
- vii New residents use road connection to Osbaldwick Village.
- viii Approximately 75 dwellings.

Phase 2 - Neighbourhood adjoining Temple Avenue

- i Construction traffic continues to access site from east.
- ii Contractor compound.
- iii Infrastructure for Neighbourhood 2 including road improvements along Temple Avenue.
- iv Construction of the dwellings in Neighbourhood 2.
- v New residents use Temple Avenue.
- vi Approximately 150 dwellings.

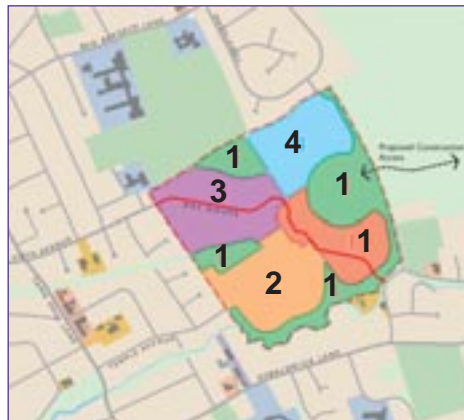
Phase 3 - Neighbourhood adjoining Fifth Avenue

- i Construction traffic continues to access site from east.
- ii Contractor compound.
- iii Infrastructure for Neighbourhood 3 including road improvements along Fifth Avenue.
- iv Construction of the dwellings in Neighbourhood 3.
- v New residents use Fifth Avenue.
- vi Approximately 175 dwellings.

Phase 4 - Neighbourhood adjoining Meadlands

- i Construction traffic continues to access site from east.
- ii Contractor compound.
- iii Infrastructure for Neighbourhood 4 including off site improvements.

- iv Construction of the dwellings in Neighbourhood 4.
- v New residents use Meadlands.
- vi Approximately 120 dwellings.
- vii Old Derwent railway route used for construction traffic (hopefully) converted for use as an extension to the Sustrans network.



- i Divide the areas around the site into rough zones of comparable properties where possible:-

- Analyse the residential properties in each zone for existing type.
- Make a preliminary assessment of typical condition, size/accommodation and value,
- Reach a view on the 'environment' of the approaches.

- ii The location of any local centres/shops and the standard/quality of these shops will dictate or influence, through demand and supply, the extent and location of any neighbourhood centre within the site.
- iii Identify the possibilities for demand from any significant non residential development.

14.03.00 Property Values

14.03.01 Most properties in this area are generally in good condition and a typical three bedroom semi would be around 85 m² (900 sq ft) and have a value somewhere between £65,000 to £80,000. A list of properties has been compiled that are currently available and brochures of these types analysed.

14.03.02 Some thought has been given to the likely sales values that might be achieved from various access points, having regard to the location of the site and the likely nature of the scheme, including the Joseph Rowntree effect on the private values. It is envisaged that there will be a mix of dwelling types which is relatively biased towards the lower end of the market and smaller units.

14.00.00 Marketing

14.01.00 Introduction

14.01.01 The site was inspected on Monday 29 November 1999 the research is based around the principle presumption that the quality of the approach and access will dictate the potential of each housing area served off that access point. An assessment of the commercial possibilities for the site have also been considered.

14.02.00 Methodology

14.02.01 The methodology is set out below:-

14.04.00 Analysis of Adjoining Areas

14.04.01 Area of Local Authority Housing to the South West of the Site

Not relevant in considering options for access but will affect the approach to development in the event of access through Osbaldwick Village.

14.04.02 Area to the North West of the Site

Mixture of Local Authority Housing and modest cost suburban style residential housing, being a mixture of town houses and semi-detached properties.

Access from the west, along Fifth Avenue and Temple Avenue, would be quite acceptable for low to mid cost housing. Values are unlikely to exceed £85-95 sq ft.

14.04.03 Meadlands

An up-market area known as Meadlands consisting of all detached properties built in the early 1970s.

Access from Meadlands is appropriate for a number of more up market properties. Values should be around £110 sq ft with a low site coverage. This area may be suitable for some form of retirement or sheltered housing or up market residential.

14.04.04 Osbaldwick Village

Osbaldwick Village itself, having a complete cross section of properties from three bedroom semi-detached houses up to four bedroom detached. The traditional semi-detached houses tend to have been built in the 1930s and 1950s although there are certain properties in the village dating back to the 19th century.

Access to the site from a point in the south-east corner near Metcalfe Lane is possible. This location is not on an obvious desire line, except to the park and ride facility, which is an important consideration. Values will be in the order of £110 sq ft but a higher site coverage may be achieved, with some form of green space/village green at the entrance to site.

14.04.05 Area to the South of the Site

This is a large area of relatively modern properties although there are a proportion of 1930s and 1950s semi-detached houses. This is an area that was developed by the builders Sawdon & Simpson in the early 1960s and does also offer several bungalow style properties and would be a typical street scene of the 1960s era. To the far eastern side of this area Persimmon Homes have been building additional properties beyond what is known as Tranby Avenue (highlighted as the main bus route running from north to south) and within this area there are also two bedroom semi-detached properties.

14.05.00 Options for Access

14.05.01 When considering the options proposed there are a variety of factors to bear in mind:-

- i As stated above the use of an access point (or points) through existing residential development sets the tone for the development to be created. The access points proposed all appear to have limited capacity, on traffic and environmental grounds, and possibly create some potential conflict with the interests of the surrounding residents.
- ii A development with access from many different points, and no through routes, cannot easily be branded for marketing purposes, or for Joseph Rowntree.
- iii Such a development will not function as a 'village' - the area will be seen as disparate extensions to the existing housing estates.
- iv In our opinion any attempt to introduce a 'heart', in the form of a community centre or retail development will be very difficult to put into practice because such a location will be at the wrong end of a cul-de-sac from every resident in the new development. Such a retail element will be difficult to phase, and will make very little (or no) contribution to the needs of other local residents.

14.05.02 A permeable layout is therefore recommended which will bring life to the heart of the scheme.

Consideration could be given to providing a major point of access from Metcalfe Avenue for a significant part of the site.

14.06.00 Conclusions on Retail

14.06.01 Most of the suburban shops in these areas consist of one or two small parades, apart from that, on Tang Hall Lane. It may be appropriate to create a small community shopping centre within the development.

14.07.00 Non Residential Demand

14.07.01 We do not foresee demand for commercial property except for shops which may have residential accommodation above, or other facilities such as gymnasium and community centre. Viability of any retail would be enhanced if this was located so that existing residents of the area were able to get easy access. Some subsidy might be considered in the short term.

14.08.00 Other Constraints

14.08.01 The Northern Electricity overhead cables are a major constraint. The owners of a property in the area have been trying to claim compensation as they have been trying to sell their house for about 18 months. However, for the purposes of any indicative pricing structures, it is assumed that the power lines will be under-grounded.



15.00.00 Cost and Funding

15.01.00 Introduction

15.01.01 The Brief anticipates that each Team will produce 'financially viable' proposals and that the scheme will be affordable, not exceed the Housing Corporation TC1 limits and take full account of local market conditions. Also it states that any communal facilities will have to be funded from land value/within the scheme costs.

15.02.00 Viability

15.02.01 Included in this report is an estimate of the capital cost of the proposals. Also included are funding calculations from which it can be seen that the scheme is viable using only Social Housing Grant, capitalising the rental stream and taking a reasonably conservative view of market values provided that the cost of burying the overhead power lines is met by Northern Electric.

15.03.00 Specification

15.03.01 The housing has been designed and costed to Lifetime Homes standards in accordance with the Brief and incorporates the requirements of the BRE Environmental Standard Award. If higher 'green' standards such as BRE Environmental Standard Competition Level or Beyond Best Practice standard and/or a contribution to the cost of burying the overhead power lines are required then additional funding can be 'levered-in' by obtaining a contribution from the RSL's own resources (£5000 per dwelling would generate over £1m).

A review of sales prices (5% increase would generate over £1m). Additional grant funding from Lottery Grant for the community facilities and from specific sources for 'green' specification issues eg EEC Thermia grant could also be explored.

15.03.02 If the generation of higher value for the purposes of maximising the cross subsidy became a priority then the location and grouping of the private housing could be reviewed in this light. The present scheme, layout and mix reflects the Brief's requirement for a 'peppercotted' scheme.

15.04.00 Overall Residual Land Values

15.04.01 The overall residual land value calculations are shown in Appendix (v).

15.05.00 Summary of Estimated Construction Costs

15.05.01 The summary of estimated construction costs is shown in Appendix (vi).

16.00.00 The Team - Practice Profiles

16.01.00 PRP Architects

16.01.01 PRP Architects was founded as a partnership, Phippen Randall and Parkes, in 1963 and became a Limited Company in 1986. PRP Architects is one of England's leading social sector architectural practices. The practice employs approximately 160 staff encompassing professional skills of architecture, urban design, town planning, landscape architecture, project management, building surveying and quantity surveying. The practice has offices in Surrey, Central London and associated practice in Manchester. The practice has extensive experience in the preparation of masterplans and urban design strategies for a wide variety of projects including residential, education, health and leisure. PRP Architects is the only architectural practice to be represented on The Housing Forum which is promoted by Government to investigate new housing technologies and methods of procurement. The practice recently contributed to research and design concepts for innovative timber frame housing technologies. The project has now reached the on site stage. PRP are also working with SPRU (Science and Technology Policy Research) at the University of Sussex. The project is testing and demonstrating the way standardised component systems can facilitate a greater level of customer choice in the housebuilding process in a cost effective and sustainable manner. The practice has won over thirty National and International Design Awards, including Department of the Environment, European Community and RIBA Design Awards.

16.02.00 ECD Energy & Environmental

16.02.01 ECD Energy & Environmental provides specialist advice on energy and environmental issues relating to buildings and urban areas. Working closely with architects, engineers and planners, ECD has assisted in the design of buildings and communities which while meeting functional requirements, have greatly reduced impact on the environment. ECD has offices in London, Brussels and Canada, which provide early information on innovation design and good practice in Europe and America. The practice works with design teams to address environmental concerns and achieve sustainable development. ECD has worked with PRP on a number of housing projects.

16.03.00 Alan Baxter & Associates

16.03.01 Alan Baxter & Associates is an engineering practice with a particular expertise in strategic planning and urban issues. With a staff of over 100, the practice handles a wide range of engineering projects, from complex architectural engineering and the detailed repair of existing buildings to the design of major infrastructure. Much of its current work is concerned with urban regeneration and housing, including large scale SRB funded projects. Alan Baxter & Associates has worked with PRP on many important housing and masterplanning projects.

16.04.00 Frost Associates

16.04.01 Major urban regeneration, estate renewal and individual development projects call for a wide range of property related knowledge and experience. Frost Associates in partnership with Capital Action have worked extensively together

over the past ten years on Estate Action, City Challenge SRB and ERCF projects. As a result, Frost Associates have developed a highly successful approach to the appraisal and planning of schemes, which have secured funding from Central Government (DoE/DETR), housing associations and the private sector. Frost Associates have had close links with PRP for many years.

16.05.00 Ali Gee Consulting

16.05.01 Ali Gee Consulting, a regeneration consultancy, delivers a range of services based on community, social and economic development. Typically the focus is at Neighbourhood level in urban and rural environments. Ali Gee, the sole proprietor, has more than ten years experience in the field beginning as a project manager, developing and managing a programme of activity for East Birmingham Task Force, one of the earliest special funded urban regeneration initiatives. Subsequently, as Operations Manager for Southside Training, a Community Enterprise Centre, she developed and managed large scale contracts for training and consultancy, accessing funding from a variety of sources including Europe, TEC and Local Authority. Prior to joining the Task Force, her public sector experience included a period as a National Insurance Inspector and as a presenting officer at Social Security Tribunals. Working closely with specialist associates, the consultancy aims to provide a customised service based on the clients needs and providing appropriate skills to best meet the brief.

16.06.00 FPD Savills

16.06.01 FPD Savills is a highly successful internationally renowned property consultancy company. Within the United Kingdom, FPD Savills have 37 offices and cover all aspects of commercial property and residential land. FPD Savills are currently involved in many tens of thousands of acres being brought forward for development. FPD Savills has an excellent track record not only in providing general strategy advice for a variety of locations, but also in more complex mixed use urban regeneration projects identifying suitable sites for development and then in progressing preferred scheme option.

16.07.00 The Grand Design

16.07.01 The Grand Design is a multi-disciplinary communications company offering graphic design, public relations and marketing consultancy services to a range of business to business and voluntary sector clients. Established in 1978, it has offices in London and Paris.

Appendix (i)

Schedule of Accommodation

Type	No of Persons	Net Area	Social Rent	Shared Ownership	Private Rent	Private Sale	Total
			45%	10%	5%	40%	
1 Bed Flat Type 1	2	44.5 m ²	-	-	10	20	20
1 Bed Flat Type 2	2	47.5 m ²	20	10	-	-	30
2 Bed Flat	4	73.5 m ²	12	-	6	-	18
2 Bed House Type 1	4	74.5 m ²	-	-	-	20	20
2 Bed House Type 2	4	79 m ²	94	20	9	37	160
3 Bed House Type 1	4	85 m ²	-	-	-	13	13
3 Bed House Type 2	5	89.5 m ²	85	20	-	80	185
4 Bed House Type 1	6	100 m ²	12	-	-	40	52
Special Needs			8	-	-	-	8
Total			235	50	25	210	520

Appendix (ii)

Examples of Environmental Performance Indicators

CATEGORY	GOAL	OBJECTIVE	INDICATOR & TARGET
SOLID WASTE	1	Maximise the diversion of all wastes from disposal	1 Reduce and manage the generation of neighbourhood waste 200kg / person / year (Per capita waste disposal) 80 kg / person / year (Organic waste produced and processed within area)
TRANSPORT	2	Minimise the need to travel outside the neighbourhood for basic needs	2 Increase proximity of housing to key activity centres 100% of dwelling units (Percentage within 250m of basic shopping needs and personal services) 80% of street area (Percentage that is dedicated to walking, cycling, and transit use)
	3	Promote a regional balance of jobs and housing	3 Increase pedestrian, bicycle and transit amenities within the neighbourhood 25% of dwelling units (Percentage that are affordable, relative to the income distribution and family size of those working in the area)
	4	Provide attractive alternatives to automobile travel for trips outside the neighbourhood	4 Increase the match of housing types and affordability to needs of workers in major regional employment centres 100% of residential stock (Percentage within 350m of transit service)
			5 Increase the convenience of public transit
ENERGY	1	Maximise sustainable and efficient use of energy resources	6 Reduce non-renewable energy consumption 50% (from-renewable energy saving used by Residential Buildings) 50% (from-renewable energy saving used by Office Buildings) 5% of energy consumption (Renewable energy generated within development)
	2	Minimise need to expand energy infrastructure	7 Increase neighbourhood generation of renewable energy 90% of all buildings (Percentage of buildings connected to a District Energy System)
			8 Increase the diversity of energy sources used in AQ 33 w/m ² (Peak electrical power demand for buildings)
AIR EMISSIONS			9 Reduce peak loads placed upon energy infrastructure
	1	Minimise harmful emissions in the air	10 Reduce concentrations of ground level ozone (smog) 3360 km/year (Automobile kilometres travelled by residents of area)
			11 Reduce greenhouse gas emissions 1408 kg (CO ₂ emissions from energy used for transportation) 40% (CO ₂ emission reduction from building use)
SOIL			12 Reduce chemical and biological contaminant emissions indoors 25% of dwelling unit (percentage of buildings designed and built with basic features that minimise indoor pollutant levels)
	2	Minimise the health and environmental risks from contaminated soils	13 Increase the comprehensiveness of soil remediation options analyses Obtain assurance from Environment Agency or landowner on clean up
WATER			14 Increase soil productivity 0kg (Quantity of leaves and organic debris transported from area) 12.5% of produce consumed (Amount of produce grown within neighbourhood)
	4	Maximise the efficient use of fresh water	15 Increase the efficient use of municipal water indoors and outdoors 100 litres / persons / day (Average residential municipal potable water use)
	5	Minimise water pollution	16 Reduce / manage surface run-off flows 54% (Average imperviousness of the total site area)
GREEN SPACES			17 Reduce loadings and flows to Waste Water Treatment Plants 4% (Percentage of sewage treated within neighbourhood)
	7	Maximise site biodiversity	18 Increase the quality and quantity of habitat provided for a range of appropriate species Min.XX (Number of bird species surveyed in neighbourhood) 60% (Amount of open space with significant habitat value)
	8	Maximise vegetative cover and biological productivity	19 Maintain & improve vegetative cover on the site 25% (Percentage of total neighbourhood roof area designed to carry plant life) Improve river quality to XX
BUILDINGS			20 Increase the presence of naturalised freshwater ecosystems
	10	Optimise street layout and building placement	21 Increase appropriate siting of buildings to contribute to community energy efficiency 75% (Percentage of dwelling units and commercial spaces with good solar orientation)
	11	Maximise the efficient use of material resources	22 Increase the useful life of buildings and materials 20% (Percentage use of salvaged and / or recycled materials components, systems)

Appendix (iii)

Modal Splits to Work

Mode	York 1991 (%)	National (%)	Targets set by York (%)	Our Targets (%)
Private car	47	59	39	20
Passenger in car	6	11	7	7
Motorbike	5	1	5	5
Cycle	15	4	16	20
Walk	13	13	14	15
Bus	8	10	10	15
Park and Ride	0	0	3	3
Train	2	1	3	3
Other	1	1	2	2
City Car Club	0	0	0	10
TOTAL	97	100	99	100

Appendix (iv)

Ways to Tackle How People Move Around

	Walk	Cycle	Bus	Other
Work		Improve links to station and centre	Improve links to station and centre	Internet telecentre
School	Develop and promote links and routes	Develop and promote links and routes	Better places to wait for the bus	
Shopping	Link to local shop, local Tesco	Link to local shop, local Tesco, bike hods	Free bus to large stores	City car Club, Internet
Friends		Places to store bicycles	Better and direct bus services	

Appendix (v)

Overall Residual Land Values

Overall Residual Land Value Calculations - Based on a Site Area of 22.7Ha 520 Nr Dwellings and a Community Centre

Notes: Environmental Standard Award Level to be achieved
Based on 2000/2001 TCI tables, grant rates and rent cap levels

Housing for Affordable Rents

Funding

Social Housing Grant

Accommodation	Unit Size m2	No. of Units	TCI £	SHG @41.6% £	Total SHG £	Total Funding £
1B2P Flat	47.5	24	60,200	25,043	601,037	
2B4P Flat	73.5	12	78,500	32,656	391,872	
2B4P House	79.0	94	82,100	34,154	3,210,438	
3B5P House	89.5	85	89,400	37,190	3,161,184	
4B6P House	100.0	12	96,700	40,227	482,726	
		227				
Wheelchair Units						
3B5P House		8	114,432	43,942	<u>351,535</u>	8,198,793
		235				
Capitalised Rental Value						
Accommodation	Unit Size m2	No. of Units	Capitalised Rental Value £	Total Capitalisation £		
1B2P Flat	47.5	24	25,958	822,992		
2B4P Flat	73.5	12	33,195	398,340		
2B4P House	79.0	94	33,812	3,178,328		
3B5P House	89.5	93	37,187	3,456,391		
4B6P House	100.0	12	39,809	<u>477,708</u>		8,135,759
		235				
Total funding						£16,334,552

COSTS

Accommodation m2	Unit Size	No. of Units	Estimated Cost £	Interest Charges £	Other on Costs £	Total Costs £
1 B2P Flat	47.5	24	45,360	1,361	2,552	1,182,535
2B4P Flat	73.5	12	59,438	1,783	3,343	774,748
2B4P House	79.0	94	66,225	1,987	3,725	6,762,069
3B5P House	89.5	85	72,403	2,172	4,073	6,685,059
4B6P House	100.0	12	79,317	2,380	4,462	1,033,897
		227				
Wheelchair Units						
3B5P House		8	85,544	2,566	4,812	<u>743,377</u>
		235				17,181,687

Residual Land Value £ (847,135)

SHARED OWNERSHIP HOUSING

SOCIAL HOUSING GRANT

Accommodation	Unit Size m2	No. of Units	TCI @41.6%50% £	S.O. SHG Total SHG £	Total Funding £
1 B2P Flat	47.5	10	60,200	12,522	125,216
2B4P House	79.0	20	82,100	17,077	341,536
3B5P House	89.5	20	89,400	18,595	<u>371,924</u>
		50			838,656

CAPITALISED RENTAL VALUE

Accommodation	Unit Size m2	No. of Units	Capitalised Rental Value £	Total Capitalisation £
1 B2P Flat	47.5	10	129,790	
2B4P House	79.0	20	338,120	
3B5P House	89.5	20	<u>371,870</u>	
		50		839,780

INCOME FROM THE SALE ON A SHARED OWNERSHIP BASIS

Accommodation	Unit Size m2	No. of Units	Market Value £	Valueless costs £	Anticipated 50% of Market
1B2P Flat	47.5	10	56,221	275,483	
2B4P House	79.0	20	93,504	916,339	
3B5P House	89.5	20	105,932	<u>1,038,134</u>	
		50			2,229,956
Total Funding					3,908,392

COSTS

Accommodation	Unit Size m2	No. of Units	Estimated Cost £	Interest Charges £	Other on Costs £	Total Costs £
1 B2P Flat	47.5	10	44,740	1,342	2,517	485,988
2B4P House	79.0	20	66,225	1,987	3,725	1,438,738
3B5P House	89.5	20	72,403	2,172	4,073	<u>1,572,955</u>
		50				3,497,682
Residual Land Value						<u>£410,710</u>

HOUSING FOR SALE

Accommodation m2	Unit Size	No. of Units	Estimated Cost £	Residual Land Value £	Interest Charges £	Other on Costs £	Developers on Costs £	Fees on Profit £	Likely Sales Value mid 2001 £
1B2P Flat	44.5	20	44,935	(8,200)	1,348	1,517	7,170	1,099	47,869
2B4P House	74.5	20	65,496	(1,600)	1,985	2,210	10,451	1,602	80,125
2B4P House	79.0	37	67,432	12,700	2,404	2,276	12,722	1,951	<u>99,484</u>
3B5P House	85.0	13	69,062	4,400	2,204	2,331	11,700	1,794	<u>91,490</u>
3B5P House	89.5	80	73,679	17,200	2,726	2,487	14,414	2,210	112,716
4B6P House	100.0	40	80,739	20,800	3,046	2,725	16,097	2,468	125,875
		210							
Total costs			14,725,290	2,539,100	523,812	496,979	2,772,177	425,067	
			Total sales value =						<u>21,482,424</u>

CASPAR PRIVATE RENTED HOUSING

FUNDING

CAPITALISED RENTAL VALUE

Accommodation	Unit Size m2	No. of Units	Rental Value £	Capitalised Capitalisation £	Total £
1 B2P Flat	47.5	10	40,805	408,050	
2B4P Flat	73.5	6	51,299	307,794	
2B4P House	79.0	9	52,616	473,544	1,189,388
		25			

COSTS

Accommodation	Unit Size m2	No. of Units	Estimated Cost £	Interest Charges £	Other on Costs £	Total Costs £	
1B2P Flat	47.5	10	45,143	1,354	2,539	490,366	
2B4P Flat	73.5	6	60,298	1,809	3,392	392,992	
2B4P House	79.0	9	66,829	2,005	3,759	553,337	1,536,695
		25					

Residual Land Value £(347,307)

SUMMARY OF RESIDUAL LAND VALUES

HOUSING FOR AFFORDABLE RENTS (847,135)

SHARED OWNERSHIP HOUSING 410,710

HOUSING FOR SALE (BASED ON ASSUMED VALUE) 2,539,100

CASPAR PRIVATE RENTED HOUSING (347,307)

ABNORMAL COSTS EXCLUDED FROM ABOVE: -

CONSTRUCTION OF GREEN AREAS 593,520

CONSTRUCTION OF A COMMUNITY CENTRE BUILDING 1,147,500

TOTAL RESIDUAL LAND VALUE 1,741,020

£14,348

Notes

- 1 No allowance has been included in the residual land value calculation for site assembly costs.
- 2 It has been assumed that the costs of relocation of the existing power cables will be funded by Northern Electric.
- 3 No allowance has been included in the residual land value calculation for funding from Housing Association reserves.
- 4 No allowance has been included for funding from other possible sources e.g. Lottery funding for the Community Centre.

Appendix (vi)

Summary of Estimated Construction Costs

Summary of Estimated Construction Costs					
Description	Unit size	Number	Total per unit	Total	
Residential Accommodation					
Social Rent					
1 B2P Flat	47.50 m2	24	36,800	883,200	
2B4P Flat	73.50 m2	12	46,190	554,280	
2B4P House	79.00 m2	94	51,990	4,887,060	
3B5P House	89.50 m2	85	56,270	4,782,950	
4B6P House	100.00 m2	12	61,300	735,600	
Special Needs (3B5P)	89.50 m2	8	69,420	555,360	
Sub total				12,398,450	
Shared Ownership					
1 B2P Flat	47.50 m2	10	36,180	361,800	
2B4P House	79.00 m2	20	51,990	1,039,800	
3B5P House	89.50 m2	20	56,270	1,125,400	
Sub total				2,527,000	
Private Rent					
1 B2P Flat	47.50 m2	10	36,560	365,600	
2B4P Flat	73.50 m2	6	47,050	282,300	
2B4P House	79.00 m2	9	52,590	473,310	
Sub total				1,121,210	
Private Sale					
1 B2P Flat	44.50 m2	20	36,920	738,400	
2B4P House	74.50 m2	20	52,070	1,041,400	
2B4P House	79.00 m2	37	53,200	1,968,400	
3B5P House	85.00 m2	13	53,740	698,620	
3B5P House	89.50 m2	80	57,550	4,604,020	
4B6P House	100.00 m2	40	62,720	2,508,800	
Sub total				11,559,640	
Total of Houses and Flats				27,806,500	
Community Centre	1,125.00 m2			1,147,500	
Green areas				725,400	
Infrastructure				2,571,000	
TOTAL				£37,050,400	

Note : The above estimate excludes the following

a) Scheme design professional fees

b) Diversion of existing services

c) VAT

d) Access roads to the infill scheme outside the site boundary

Note: The above estimate excludes the following
a) Scheme design professional fees
b) Diversion of existing services
c) VAT
d) Any works to the infrastructure outside the site boundary

Copyright and publication information

Introduction, Chapters 1-4

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The submissions

Osbalwick Fields: a new community for York,

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Osbalwick masterplanning competition,

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New Osbalwick: a vision of continuity and change,

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