

HAXBY TOWN COUNCIL

CITY OF YORK LOCAL PLAN

PREFERRED OPTIONS CONSULTATION COMMENTS

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CITY OF YORK LOCAL PLAN PREFERRED OPTIONS CONSULTATION

COMMENTS

Haxby Town Council has put this response together in conjunction with Wigginton Parish Council and the comments made reflect the views of both Councils.

Our initial view of the York Plan is that there are provisions made for development and comments offered regarding infrastructure but without any indication as to how, or in what order, these improvements would be delivered. We feel that it is important to offer our opinions at this time as it provides the opportunity to engage with the whole of the Council community rather than later when each of these topics are passed to the relevant departments. At that point any debate would be limited to the departmental view (e.g. Planning may not be concerned regarding objections due to utilities issues). It is also not apparent whether or not the Council has consulted with the utility providers such as Yorkshire Water regarding any plans that they may have for improving their services.

The concern we have is that the Plan provides for some 1600 new homes to the north of Haxby. The Plan states that:

“New development will be supported by appropriate physical, social and economic infrastructure provision. New development will not be permitted unless:

- the infrastructure required to service the development is available, and*
- the necessary infrastructure to meet the local and wider (strategic) demand generated by the development can be provided and coordinated.*

The Council will seek contribution from developers to ensure that the necessary infrastructure is in place to support future development in York”

Our fears are that development will occur in an incremental fashion where no one developer is seen to breach the hurdles for infrastructure impact therefore leading eventually to the large scale work outlined in the Plan but having already allocated the smaller Community Infrastructure Levy monies to other projects. The result would be that provision for wider infrastructure improvements were not made.

The Consultation Process

The ‘Have Your Say’ leaflet delivered to most households understates the size and scale of the proposed developments in Haxby. By drawing the York - Scarborough railway line 200 metres to the east of its actual route, the leaflet creates the impression that site SF4 is smaller than it really is. Labelling this site as simply ‘Safeguarded Land’ suggests to most people that the land is safeguarded against

development whereas in fact it is safeguarded for development. The leaflet omits site H37 off Greystone Court, and does not show the potential wind farms in Haxby. We understand that it is difficult to show everything on one drawing, but this could easily have been achieved by distributing leaflets with localised plans. Haxby and Wigginton, in common with other villages on the York periphery, have a strong sense of identity and have not always been part of the City of York.

The drop-in exhibition at Oaken Grove on 19 June was felt by Town Councillors and residents to be ineffective, and we are disappointed by the Planning Officer’s refusal to agree to our Ward Councillor’s request to discuss the proposals with Haxby Town Council.

We are very concerned by City of York Council’s recent approach to consultation, as with the proposed Lendal Bridge closure and the 20 mph speed limit, where a lack of response is taken as support for the proposals. Had this approach been stated in the ‘Have Your Say’ leaflet, we are sure that more responses to this consultation would have been submitted by concerned residents.

Assumptions

In preparing our response we have assumed that the demographic of the proposed developments will be similar to the existing demographic for Haxby, particularly in relation to household size and car ownership, and will make proportionally similar demands on the town’s infrastructure. In practice we would expect any new housing to be occupied by generally younger families, placing greater demands on health services and schools.

The housing density for the land safeguarded for future development SF4 does not appear to be stated in the consultation documentation. We have assumed it will be 30 dwellings per hectare, the same as that for the adjoining proposed development ST9, resulting in a further 870 new homes. The total new housing covered by the plan is assumed to be 1651, calculated as follows:

Site	Location	Hectares	Dwellings
ST9	Haxby North	24.9	747
SF4	Haxby North	29.0	870
H37	Greystone Court	1.4	34
Totals	Haxby	55.3	1651

There are currently about 3750 dwellings in Haxby. The Local Plan envisages an increase of 21% in the number of homes over the next fifteen years, rising after that to an increase of 44% above the present level, resulting in similar percentage increases in the population of Haxby.

SITES ST9, SF4 & H37

Haxby Town Council is strongly opposed to future development on the land identified as ST9 and SF4 to the north of Haxby and H37 to the south. We are very concerned as to the size of the proposition as we feel that it is far too big. We are most concerned about how such a massive increase of residents in Haxby will impact on the infrastructure of both Haxby and Wigginton villages. We feel that the level of impact associated with a development the size of the one proposed has not been thought through sufficiently.

In addition we are strongly of the opinion that brown field development areas should be exhausted before any development of green belt land takes place.

With specific reference to the H37 development it is believed that the land in question may be contaminated with asbestos waste from the former Clifton Airfield.

The eastern section of the safeguarded site SF4 is bisected by National Grid and Northern Powergrid overhead transmission lines and pylons, making a large area of the site unsuitable for either development or for recreational use.

WIND TURBINES

It is our view that wind turbine developments need to be positioned well away from any built up areas to negate the effects of sight lines, noise and negative impacts on property values.

Noise

The proposed wind farms are unacceptably close to existing housing, particularly the proposed site along Towthorpe Road. The turbines will create noise by day and night, and will impact on the peaceful character of the area, disturbing local residents.

Visual Impact

The turbines will impact on views of York from the north, and views of the North York Moors from the south.

INFRASTRUCTURE ISSUES

Before the first brick is laid, arrangements should be made to ensure that the correct infrastructure and the necessary funding are in place. There are serious implications in respect of access roads, public transport, drainage, community services, potential for employment and the environment.

Roads

The proposal to build 1617 (ST9 = 747 + SF4 = 870) houses to the north of Haxby is likely to result in an excess of 1000 additional cars on what are already clearly heavily congested roads particularly at peak times: York Road, Wigginton Road , Towthorpe Road as well as the already very heavily congested A1237 York outer ring road.

Building at this level therefore suggests the need for additional roads: either west onto Wigginton Road or east onto Towthorpe Road/A64 or both. Should this be established satisfactorily, there should then be no issue regarding vehicle access/egress from the site.

The proposals for site H34 would result in a doubling of traffic at the junction of Greystone Court and Eastfield Avenue. This will be a particular problem in the morning rush hour with traffic from Greystone Court trying to turn right into the stationary traffic on Eastfield Avenue.

Quiet Lanes

Towthorpe Road, Moor Lane and Usher Lane provide access for local residents to the surrounding countryside. Local pedestrians and cyclists commonly use these roads for activities such as walking, cycling, jogging, horse riding and dog walking. As a result Haxby Town Council has requested that the roads above be made Quiet Lanes as part of York City Council's programme to improve areas for residents. Excessive development along these roads will significantly remove resident's access to open fields and rights of way.

Public Transport

Current bus arrangements are not satisfactory. There is a reasonably regular bus service into York. However there is an urgent need for a more frequent bus service that would serve Clifton Moor and Monks Cross, as both of those sites are where major employers are based. In addition to this, there also needs to be provision for cyclists and pedestrians on all routes in and out of both Haxby and Wigginton. Until there is some recognition of this and a commitment to invest in this provision, people will not be able to avoid using their cars.

Drainage and Sewerage

The drainage system is currently unsatisfactory in Haxby. Recently, there has been another drainage failure. Whenever there is heavy rain there is flooding with drains blocked and with sewage coming up in houses, roads and gardens. A radical overhaul of the drainage system is essential before adding the extensions required by the proposed sizable development.

City of York Council should recognise that a 44% increase in the population will require prior consideration to planning provision for health, education, libraries, adequate policing and leisure facilities.

Schools

Local primary schools are very full at present. This Council would ask, "What plans are there to provide another primary school on the new development?"

Health

We would request that City of York Council seek assurances that the provision of health services (both Primary and Acute Care) expand in a manner commensurate with the proposed development around the city of York.

Retail

The current shopping area in the centre of Haxby is congested and does not lend itself to expansion. Provision will therefore be required on the new development for shopping, parking, leisure and community services.

Employment

It is unlikely that the new residents of Haxby will work in the village unless encouragement is given to employers to provide light industrial opportunities before building commences. This needs to be incorporated at the planning stage.

Environment

Section 17: Green Infrastructure

'Planning permission should be refused for major developments in designated areas except in exceptional circumstances and where it can be demonstrated they are in the public interest'

How will the local plan meet the requirements of National Guidance (as referenced in the CYC planning document) with regard to the maintenance of biodiversity and the preservation of wildlife corridors in this area?

Under the terms of the plan:

- Is CYC able to designate Local Green Space in order to maintain the biodiversity of the area?
- Does this area feature in the York Biodiversity Plan?
- We note that green corridors are highlighted: does Haxby feature in these?
- Should the development go ahead, how would the Plan mitigate the effects on the environment? (17.5)

Currently the land to the north of Haxby is divided into a number of small fields none of which are farmed intensively. This means that we have the benefit of a rich wildlife. There are long established hedgerows and mature trees. We would expect that developers would respect these existing features. Crooklands Lane is a unique feature of the area. It is a bridle way which is much used by residents and is worthy of preservation not only for its environmental value but also as a much-used local amenity.

Air Quality

We are concerned that the additional traffic generated by the proposed housing developments will result in the annual mean Nitrogen Dioxide objective being exceeded at the junction of Wigginton Road and the northern ring road, which is already an Air Quality Management Area, and in York Road and Eastfield Avenue in Haxby where nearby houses effectively create a street canyon.

HAXBY AND WIGGINTON CEMETERY

The need for up to 2.3 acres of additional land for the joint Haxby and Wigginton Cemetery is set out in Attachment 1.

OPEN SPACES AND RECREATION

Attachments 2, 3 and 4 identify the requirements for additional open space totalling 61.7 hectares to meet the needs of the **current** population of Haxby and Wigginton.

Haxby Town Council has assessed its needs for the future and has begun to list its requirements for the next 20 years by looking at the green infrastructure including open space and community needs. Finding such large amount of open space, in places accessible by residents within a five-minute walk, spread evenly around the town, is a very tall task indeed. This is why Haxby Town Council requests that land north of Haxby be set aside for the future needs of the residents of both Haxby and Wigginton. This would create an area that is reasonably close to the centre of Haxby providing easy access for children and other residents. It should also be large enough to facilitate multiple uses such as sports, allotments, playgrounds and parkland areas. This area also falls centrally between Wigginton Primary School and

Ralph Butterfield Primary School. As such we feel this area needs to be protected from future housing development.

Parks and play areas create a certain level of noise. The current layout of Haxby has high use play areas located very close to housing which invariably leads to disturbance of the residents of adjacent houses. Locating play and parkland space together to the north of the village would resolve two issues, those being the provision of play areas that do not require children to cross the main road, and because such a space would be larger than other parks in Haxby, the Council would be able to locate play areas further away from homes.

- By implementing the above we feel we are meeting the City of York Council's priorities on Health and Well Being and Community Facilities. Policy CF1: Community Facilities/Policy CF2: Built Sports Facilities.
- Providing access to areas containing wildlife. - Policy G17: Access to Nature.
- Should development of the land north of Haxby proceed our needs are protected. - Policy G14: Open Space and Playing Pitches.
- Protecting the areas field boundaries to prevent loss of trees and hedgerows, maintaining a rural feel and providing a green buffer. - Policy G13: Trees.
- Protect and enhance our existing and future open space needs. – Policy G11: Green Infrastructure.

Our plans should also not overlook the needs of the older residents which form a higher than average proportion of the population in the two villages. Much like our youngest residents, the close availability of open spaces is important to ensure that they also can enjoy the use of this facility.

CONCLUSION

The combined councils of Haxby and Wigginton would therefore wish to see a protected strip of land immediately to the north of the existing village of Haxby which will allow for cemetery expansion, increased allotment plots and increased recreational space. The land set aside needs to be sufficient to accommodate all of the issues mentioned above. This land needs to be included in the Final Draft of the York Plan.

Any future development should be to the north of this area and should only take place when the infrastructure can cope with it and after all available brown field sites have been utilised.

Furthermore, the combined councils emphasise the requirement that the plan should include facilities which meet the full range of needs of all age groups in the town.

Attachment 1: HAXBY & WIGGINTON CEMETERY REQUIREMENTS

As well as the need to address the infrastructure problems, Haxby Town Council would also wish to emphasise the need for an extension to the Haxby & Wigginton Cemetery, a substantial increase in the amount of recreation land and in the number of allotments.

Haxby and Wigginton cemetery is situated on Moor Lane, Haxby that is a busy back road to Strensall. It has Oaken Grove and Cyprus Grove to the south, which are part of the housing estate to the north of Haxby village bounded by Moor Lane in the west and Usher Lane to the east.

Open fields bound the cemetery to the north and east. Along its western border it is bounded by Moor Lane, farms and farmhouses.

The old part of the cemetery was the original Haxby Cemetery dating back to around 1946. In 1999 with the original cemetery becoming full and the closure of the churchyard at St Nicholas in Wigginton, the new extension was acquired in the field immediately adjoining to the east. This has been integrated and has since been known as Haxby and Wigginton Cemetery. The area is well maintained and a pleasure to walk around, with its quiet surroundings, as one would expect from the cemetery, for both visitors and mourners alike.

The housing within the two parishes has a lot of bungalow type accommodation, which is favoured by people at the retired end of the spectrum. Whilst Haxby and Wigginton have only three Primary Schools, it has four Nursing Homes: - Birchlands, Haxby Hall, Ivy Lodge and Rosevale. Also within the two parishes there are five Sheltered Accommodation sites: - Ashgrove, Belfry Court, Jubilee Court, St Mary's Mews and Wyre Mews. These nine sites on their own will create cemetery requirements for a considerable time into the future.

The original Haxby Cemetery is approximately 0.9 hectares. The 1999 extension is approximately 1.7 hectares giving an existing total area of approximately 2.6 hectares and could be full within the next twenty years.

The Haxby and Wigginton Joint Burial Committee require as its first choice the field adjacent and to the north of the existing cemetery. This is approximately 1.9 hectares and we would require it setting aside in any future development plan that City of York is formulating. This would allow for future cemetery provisions for both the parishes of Haxby and Wigginton.

The field to the east is the second choice, this being approximately 2.3 hectares and depending on how far future provision can be planned, it might be felt that both north and east areas be set aside for Cemetery expansion. It would benefit the existing

cemetery if the surrounding areas were not developed. Given the nature and use of this very important area, the present quiet ambience would be maintained.

Attachment 2: RECREATION AND OPEN LAND REQUIREMENTS

Background

Haxby development since the 1960s has to a large extent been focussed on land to the south of the high street (*The Village*). As a result Haxby went from a small village into a program of development that no one had ever envisaged. At the same time smaller developments north of the village began to spring up. No consideration was made regarding the need for improved infrastructure services or the need to provide additional sport and recreation facilities. In addition to an overall shortage of open space provision, there is also a lack of designated open spaces available for residents on the north side of The Village.

Should development proceed along Usher Lane then adequate provision of open space needs to be planned for. This would be in keeping with the City of York's own policy as was demonstrated in 2010 when play ground equipment was installed in the Mancroft open space as a result of the City determining that children in Haxby had to travel too far (greater than a 5 minute walk) to access suitable playground space. This was part of the Play Builder Provision.

Haxby currently suffers from insufficient space for organised sports such as football, netball and basketball. Ethel Ward open space currently provides the only facilities for these activities in Haxby. Being bounded by roads on two sides and homes on the other two sides means that there is no room for expansion. As a result residents wishing to participate in traditional sporting activities such as cricket, lawn bowls and tennis have to leave the village to use facilities in neighbouring villages or into York itself.

Given the large number of sports teams in the area it is becoming increasingly difficult (and expensive) to deal with the level of wear and tear that is being exerted on the Ethel Ward facilities. A dedicated site, such as the one in our proposal, would allow the teams to expand in numbers and would also provide the schools with facilities to share.

Further details of the shortfall in open spaces and play areas are outlined in Attachment 3: Open Spaces Shortfall Figures

Currently we have five areas of open space those being; Ethel Ward Playing Field (3.3 hectares), Ashwood Glade open Space (0.72 hectares), Old Dyke Lands open Space (0.5 hectares), Mancroft open Space (0.96 hectares) and West Nooks Open Space (1.0 hectares). In addition there is Reid Park open space (0.5 hectares), which is under the control of the Haxby & Wigginton Youth and Community Association. Except for the Reid Park open space, all of these areas are located to the south of the main east-west road through Haxby. The result is that children who

live north of The Village must cross a main road in order to access playground equipment.

Overview of Haxby Green Spaces:

Ethel Ward Playing Field

This playing field dates back to the sixties and has been developed to provide a wide range of facilities. There is a sports pavilion on the site, which is used by a netball club as a changing room and incorporates storage facilities for equipment. The club also has use of an open-air court, which is surrounded by wire fencing. The club has become so successful that it now has as many as 9 teams competing in various leagues. Haxby also has a number of football teams, from juniors to seniors who all use the pavilion and have regular league matches, however this success is damaging the playing surface.

The clubs have made numerous requests to the council for further sports pitches since 2004.

As this site is bounded on all sides by homes and roads we are limited in our ability to address this and other problems such as a significant shortage of parking space for users and visiting teams. If we make space available for parking, which has been requested, we will then lose a valuable football pitch. To the west of the field is an area set aside for children's play equipment with a fenced off area for toddlers to play in. This sits to the side of Haxby Scouts Building (in all around 3.3 hectares).

Ashwood Glade Open Space

Ashwood Glade is located in the south west of Haxby (around 0.72 hectares). It is mainly open grassland with trees around the edge of the site. Although there are no goal posts or play equipment sited here it is well used during the summer for football and other ball games. There is no parking as access is by foot from snickets north and south of the site. The field is bounded on all sides by private dwellings and is generally used by local children.

Old Dyke Lands Open Space

This is an open grassed area (around 0.50 hectares) with a path that runs through the middle of it. The ground is not very level making football games hard to play. It is sited west of Haxby with no off road parking. It is very much out of the way with mainly local children using the area in the summer.

Mancroft Open Space

Mancroft Open Space has changed from a grassed field with many problems to an area well used by the residents of Haxby and Wigginton. The site has been split down the middle and is divided by a new fence. The south of the field is used for dog

walking /exercise. The north side has been developed into a play area with play equipment provided by the Play Builder Provision. Other work is in hand by Haxby Town Council to improve the boundary of the field to reduce noise pollution and provide facilities for the elderly to enjoy. The play area has some seating provided so parents are able to relax and chat with other users. At this time we have no football provision but residents have asked that some small goals be fitted. Access is via a stile and from paths entering the site from east and west. Car parking in the area is becoming a problem on the side roads, as no off road parking is available on site. The site (about 0.96 hectares) is to west of Haxby and is situated in the middle of the Mancroft estate giving good access by foot and is only a short distance from Headlands Primary School.

West Nooks Open Space

West Nooks is the most easterly open space in Haxby and the only open space available for residents to the east of the York / Scarborough rail line. It is long and narrow, bound on one side with houses and on the other side by the River Foss (around 1.0 hectares). The site is not well used given its position and the risks involved with children playing next to the river being a concern. The access from Landing Lane is not good with cars passing closely to the entrance. No play equipment has been fitted nor has any football provision been provided.

Reid Park Open Space

This open space is under the control of Haxby and Wigginton Youth and Community Association (HWYCA) for sport activities planned through the association and a user charge may be incurred for organised activities. The site is surrounded by houses on three sides, north, east and west, with the south backing onto North Lane, this runs parallel to the village centre. The field is open with no play equipment (around 0.5 hectares). Parking is part of the HWYCA centre and users would need permission to park. It is less used than other grassed areas and the up keep of the grass has become a problem at times. Any future needs for the site will have to take access issues and noise into consideration especially if play equipment is installed.

Allotments

Currently Haxby Town Council leases land from the Church Commissioners which runs parallel to the York – Scarborough railway line to the east of the town centre. This field is approximately 0.89 hectares in size and has been in continuous use since the 1970s.

Originally the field was divided into 16 plots but as the population has increased so too has the demand for allotment space. This has led the council to subdivide the land into 41 smaller plots. There is also a healthy waiting list, which consists of 32 families. Division of existing plots is currently the only avenue available for the

council for increased community use of the allotments, as the field cannot be expanded due to surrounding development.

The location of the allotments being adjacent to the York-Scarborough railway line places this plot at risk of development should the current efforts to re-open the railway station prove successful. As such it is incumbent upon the Town Council to develop a contingency plan for new allotment land. The current development plans for the railway station calls for the new allotments to be located not more than 720 metres from their existing position.

Haxby Town Council's detailed calculations regarding the need for allotment space is outlined in - Attachment 4: Allotment Requirements.

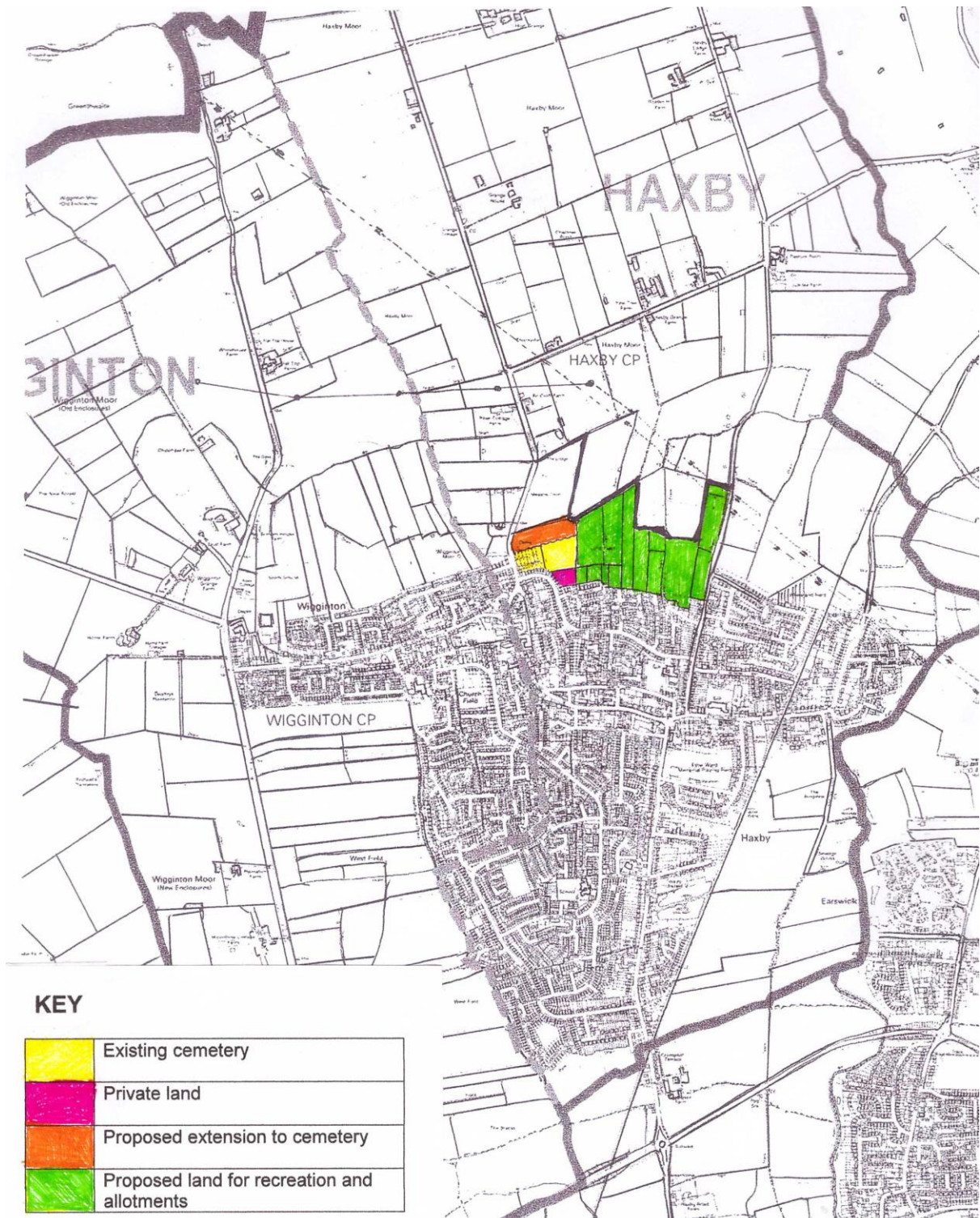
Attachment 3: OPEN SPACES SHORTFALL FIGURES

The Open Space, Sport, and Recreation Study (City of York Council, 2008) identifies the following shortfalls in Open Space provision in Haxby and Wigginton, and these figures have recently been confirmed as the most up to date by Mr Dave Meigh, Operations Manager - Public Realm, City of York Council. Reference Open Space document in the LDF Evidence Database [here](#).

	Shortfall in Hectares
Natural and Semi Natural Green Space	24.55
Outdoor Sports	14.46
Amenity Green Space	11.42
Children's Play Space	3.40
Provision for Teenagers	2.80
Allotments	2.67
City and Local Parks	2.40
Total	61.70

It would be difficult to find all of this space without affecting other town needs, but we do need to address the shortfall now! We can incorporate some of the above within the green fields to the north of Oaken Grove to support our community (See Map 1). The site also falls centrally between Wigginton Primary School and Ralph Butterfield Primary School.

Map 1: LAND REQUIRED TO ESTABLISH GREEN CORRIDOR



Attachment 4: ALLOTMENT REQUIREMENTS

Since we are required to plan for the possible relocation of the allotments, that plan should provide sufficient land to address the current (reasonable) demand. Based on the National Society of Allotment and Leisure Gardeners (NSALG) recommendations this plan should provide 20 standard (250 sq. metres) plots per 1,000 households.

With Haxby's population of 3750 households we would need to plan for 75 standard plots (1.87 hectares), which is about the same as the existing number of plots plus the number of households on the waiting list.

In addition to arable land any new location needs to provide certain amenity space for vehicle parking, waste storage and composting. We would suggest that this additional space be equivalent to two standard plots (0.05 hectares) bringing the total to 1.92 hectares.

Haxby Town Council has been in talks with Wigginton Parish Council regarding their limited ability to expand allotments within the boundaries of their parish. Wigginton currently provides 20 plots varying in size, which are bounded by houses to the south and Mill Lane to the north leaving no opportunity for future growth. As such they have expressed a desire to join with Haxby in our planning for future allotment space. Currently Wigginton Parish Council's allotments have been divided so that they are 1 standard plot short when calculated using the 250 sq. metres template. There is also a waiting list of 15, which would equate to an additional 0.4 hectares of allotment space.

This attachment has set out an amount of land to address the demand for allotments based on the NSALG recommendations and on the demonstrated demand within the Haxby and Wigginton boundaries. The result would be a plot of land over twice the size of the existing field leased by Haxby Town Council.

Please note that City of York Council's own figures show a greater shortfall 2.67 hectares, but as we do not have the data behind the council's calculation we have used the more conservative figures based on NSALG guidance.

Summary	Number of Standard Plots	Area in hectares
Haxby allotment plan	75 +2 for amenity use	1.92
Wigginton allotment plan	16	0.4
Total	93	2.32

This plan is based on the following assumptions as set out above:

- The existing allotment field for Haxby will be lost due to the development of a railway station.
- Haxby demand based on current use and waiting list.
- Wigginton demand based on their current field being short 1 standard plot and waiting list of 15 families.
- Existing allotment field in Wigginton to be retained.

The location of any new field would need to take into account the stated need to remain within 720 metres of Haxby's existing allotment field and to have some sensitivity to residents of Wigginton should their demand be included in any planned expansion. These factors would seem to limit us to the currently farmed fields directly north of Haxby between Usher Lane and the cemetery. This land would also benefit from proximity to existing services such as power, water and sewers.