

Strensall with Towthorpe Neighbourhood Plan Regulation 16 Consultation

Representations on behalf of Defence Infrastructure Organisation

January 2022

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Appendix I Queen Elizabeth Barracks Site Location Plan

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For and on behalf of Avison Young (UK) Limited

1. Introduction

- 1.1 Avison Young is instructed by the Defence Infrastructure Organisation (“DIO”) to make representations in respect of the Regulation 16 Submission version of the Strensall with Towthorpe Neighbourhood Plan Up To 2033 (“the NP”). This version of the NP is dated June 2021 and is the subject of consultation between 15 November 2021 until 7 January 2022.
- 1.2 DIO has made representations in respect of previous iterations of the NP and a good number of the comments it has made before remain relevant and so are repeated in the Sections that follow.
- 1.3 As both the City and Parish Councils know, DIO is concerned to ensure that when the MoDs assets at Queen Elizabeth Barracks (“QEB”) and Towthorpe Lines are vacated in 2024, there is a plan in place for their redevelopment. Accordingly, DIO is promoting QEB for housing development and Towthorpe Lines for employment development. Both sites are allocated for these uses in the Submission version of the emerging Local Plan and the soundness of the allocations are currently being tested through the Local Plan Examination. Plans showing the extent of QEB and Towthorpe Lines sites are attached at Appendix 1 and 2 respectively.
- 1.4 For the SwTNP to proceed to Referendum it must meet certain ‘basic conditions’ as described at paragraph 37 of the National Planning Policy Framework. These are:

a) having regard to national policies and advice contained in guidance issued by the Secretary of State it is appropriate to make the order (or neighbourhood plan).

b) having special regard to the desirability of preserving any listed building or its setting or any features of special architectural or historic interest that it possesses, it is appropriate to make the order. This applies only to Orders.

c) having special regard to the desirability of preserving or enhancing the character or appearance of any conservation area, it is appropriate to make the order. This applies only to Orders.

d) the making of the order (or neighbourhood plan) contributes to the achievement of sustainable development.

e) the making of the order (or neighbourhood plan) is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area).

f) the making of the order (or neighbourhood plan) does not breach, and is otherwise compatible with, EU obligations.

g) prescribed conditions are met in relation to the Order (or plan) and prescribed matters have been complied with in connection with the proposal for the order (or neighbourhood plan).

- 1.5 The NPPF also advises that Neighbourhood Plans should:

a) be prepared with the objective of contributing to the achievement of sustainable development;

b) be prepared positively, in a way that is aspirational but deliverable;

c) be shaped by early, proportionate and effective engagement between plan-makers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees;

d) contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals;

e) be accessible through the use of digital tools to assist public involvement and policy presentation; and

f) serve a clear purpose, avoiding unnecessary duplication of policies that apply to a particular area (including policies in this Framework, where relevant). (NPPF paragraph 16)

1.6 At paragraph 31, the NPPF adds that:

“The preparation and review of all policies should be underpinned by relevant and up-to-date evidence. This should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take into account relevant market signals.”

1.7 The National Planning Practice Guidance provides advice on Neighbourhood Planning and states as follows:

What evidence is needed to support a neighbourhood plan or Order?

While there are prescribed documents that must be submitted with a neighbourhood plan or Order there is no ‘tick box’ list of evidence required for neighbourhood planning. Proportionate, robust evidence should support the choices made and the approach taken. The evidence should be drawn upon to explain succinctly the intention and rationale of the policies in the draft neighbourhood plan or the proposals in an Order.

A local planning authority should share relevant evidence, including that gathered to support its own plan-making, with a qualifying body. Further details are set out in guidance of the type of evidence useful in supporting a local plan.

Neighbourhood plans are not obliged to contain policies addressing all types of development. However, where they do contain policies relevant to housing supply, these policies should take account of latest and up-to-date evidence of housing need.

In particular, where a qualifying body is attempting to identify and meet housing need, a local planning authority should share relevant evidence on housing need gathered to support its own plan-making. (Paragraph: 040 Reference ID: 41-040-20160211)

How should the policies in a neighbourhood plan be drafted?

A policy in a neighbourhood plan should be clear and unambiguous. It should be drafted with sufficient clarity that a decision maker can apply it consistently and with confidence when determining planning applications. It should be concise, precise and supported by appropriate evidence. It should be distinct to reflect and respond to the unique characteristics and planning context of the specific neighbourhood area for which it has been prepared. (Paragraph: 041 Reference ID: 41-041-20140306)

What if a local planning authority is also intending to allocate sites in the same neighbourhood area?

If a local planning authority is also intending to allocate sites in the same neighbourhood area the local planning authority should avoid duplicating planning processes that will apply to the neighbourhood area. It should work constructively with a qualifying body to enable a neighbourhood plan to make timely progress. A local planning authority should share evidence with those preparing the neighbourhood plan, in order for example, that every effort can be made to meet identified local need through the neighbourhood planning process. (Paragraph: 043 Reference ID: 41-043-20140306)

- 1.8 These Representations focus on those elements of the NP that are of most interest to DIO and, in particular, those Chapters of the NP that deal with: the Policy Context (Section 2), Aims and Objectives (section 3), and NP Policies from sections 4 to 11.

2. Policy Context

- 2.1 It is important for the Examiner to note that there is no adopted development plan for the City of York and so there are no adopted strategic policies with which the NP must be in general conformity or from which it can take a lead. Moreover, the emerging City of York Local Plan (“YLP”) is not yet sufficiently well advanced, and / or free of objection, to provide a framework for NP preparation. Both the policies contained within the YLP and the evidence that underpins them, are the subject of a large number of objections and the Examination of the Plan will not be concluded until the second half of next year at the earliest.
- 2.2 As regards the MoDs assets at QEB and Towthorpe Lines, the facts are as follows:
- a) both sites are allocated for development in the Submission version of the YLP (the version that is being examined);
 - b) the City Council, when it submitted the YLP for Examination, was satisfied that it was sound and met the various tests relating to legal compliance;
 - c) post-submission, the Council resolved to promote a Main Modification to the YLP which, if agreed by the YLP Inspectors, will result in the QEB allocations being deleted;
 - d) for the Inspectors to agree the Main Modification that is being promoted by the City Council, they must be satisfied that the YLP would be unsound if the Modification is not made; and
 - e) DIO is contesting the Main Modification and has presented evidence to the YLP Inspectors which demonstrates that the QEB sites (the main Barracks site and the land off Howard Road) could be redeveloped with housing without causing harm to the integrity of the adjacent Strensall Common Special Area of Conservation).
- 2.3 If the intention is for the NP to be adopted before the YLP is adopted, it must either contain provisions that commit the authors to a review at the point that the YLP is adopted, or build in sufficient flexibility to enable it to be in general conformity with the YLP whatever form it takes. As far as the QEB sites are concerned, this means, at the very least, allowing for their redevelopment in the event that they are allocated for development in the YLP, or in circumstances where it can be demonstrated via a planning application that the redevelopment of the sites would be appropriate and sustainable.

3. Aims and Objectives

Aims

3.1 The second of the Plan's aims reads as follows:

If the MoD were to dispose of the Queen Elizabeth Barracks for redevelopment, then the site at Towthorpe Moor Lane will be developed for a range of local employment generating businesses.

3.2 The future of Towthorpe Lines is not linked to the future of QEB. These are standalone assets and should be treated as such in the NP.

3.3 The aim for QEB should be reworded as follows: *"When the barracks are vacated, to provide a framework that enables the site to be redeveloped or put to a suitable/ beneficial use thereby facilitating sustainable development subject, as necessary, to the impact of any proposed development being appropriately tested and addressed."*

Objectives

3.4 DIO agrees that the NP should contribute to meeting York's OAN for housing (Objective 1). However, the NP makes not a single housing allocation and so the NP fails to achieve this critical objective.

3.5 DIO notes that the NP seeks to ensure that any housing proposed in the NP area is of a type and mix that meets the needs of existing and future residents (Objective 4). Yet there has been no assessment of the type of housing that the NP area needs and there is no such evidence underpinning the emerging YLP either. Accordingly, and so as to avoid the NP specifying objectives that are not clear and precise, we consider that Objective 4 should be deleted.

4. Community Facilities (CF1)

Policy CF1 Protection of Community Facilities and Services

- 4.1 Hurst Hall is included in the list of Community Facilities within Policy CF1 as facility CF1-11. On 15 July 2019, it was listed as an Asset of Community Value. It is shown in the wrong location on the Proposal Map, with the references: CF1-11 and CA3-3. Its actual location is shown below by the red line boundary::



Source: SwTNP Proposals Map (June 2021)

- 4.2 It is not necessary or appropriate for Hurst Hall to be identified as both an Asset of Community Value and a Community Facility under Policy CF1. The rules in respect of Assets of Community Value give the local community all the control they need in respect of Hurst Hall. When the Hall is disposed of (as part of the QEB sale or otherwise), the local community will have the ability to bid to purchase (and therefore retain) the asset. If they chose not to bid to purchase it, this will indicate that it does not have the value or future as a community facility that Policy CF1 seeks to protect. Or put another way, if the asset is not purchased by the community, one or more of the Policy CF1 criteria will have been satisfied at that point, rendering CF1 redundant. A further point to note is that if a proposal were to be advanced for the redevelopment of QEB, including Hurst Hall, the local infrastructure requirements arising from this would be fully assessed at the planning application stage and appropriate provision made for necessary community facilities. On balance, DIO considers that Hurst Hall should be removed from the list of Community Facilities contained within Policy CF1.

5. Open Space (CF2)

Policy CF2 Local Green Space

- 5.1 It is not clear whether Policy CF2 is designating areas of 'Local Green Space' (as defined in paragraphs 101 – 103 of the NPPF) or whether it is simply identifying areas of open space. The Policy itself gives the distinct impression that it is designating Local Green Spaces. But the assessments of these spaces, which are contained in Appendix 2 to the NP, make no reference to Local Green Space and, instead refer to the subject land as, variously, 'amenity green space', 'play areas', 'cemeteries' and 'natural and semi natural open spaces', amongst other things. The Policy must at the very least be clear about what it is designating.
- 5.2 If Policy CF2 is, as its title suggests, designating Local Green Spaces, then it is demonstrably not consistent with the provisions of the NPPF and is not fit for purpose. Very few, if any of the land parcels identified under Policy CF2 meet the NPPF criteria for designation as Local Green Space.
- 5.3 The NPPF contains the following Policy on Local Green Space:

The designation of land as Local Green Space through local and neighbourhood plans allows communities to identify and protect green areas of particular importance to them. Designating land as Local Green Space should be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services. Local Green Spaces should only be designated when a plan is prepared or updated, and be capable of enduring beyond the end of the plan period.

The Local Green Space designation should only be used where the green space is:

- a) in reasonably close proximity to the community it serves;*
- b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and*
- c) local in character and is not an extensive tract of land.*

Policies for managing development within a Local Green Space should be consistent with those for Green Belts. (NPPF paragraphs 101 – 103)

- 5.4 Of the 42 'spaces' that the NP proposes to designate as Local Green Spaces, 5 are owned by the MoD. These are:
- CF2-6: Howard Road Natural / Semi Natural
 - CF2-10: Howard Road Playing Field (Outdoor Sports)
 - CF2-11: Sports Ground (Located QEB)
 - CF2-12: Tennis Courts (Located QEB)
 - CF2-36: St Wilfrid's Garrison Church, St Wilfrid's Road

- 5.5 For land to qualify as Local Green Space, it must be demonstrably special and hold particular significance, for example because of its beauty, historic significance, recreational value, tranquillity or the richness of its wildlife. Land will not qualify as Local Green Space if it is not accessible to the community, or if it is run of the mill open space. It must have some feature or characteristic, or must make some form of contribution to the local community that marks it out as being special. None of the MoDs land listed above is in any way demonstrably special and neither does it hold any particular significance in any of the respects referred to by the NPPF. For completeness, we set out below the NPs assessment of these land parcels and add our own comments as appropriate.

CF2-6: Howard Road Natural / Semi Natural

Criteria	NP Assessment	DIO Observations
Adjacent to existing properties	Yes - A limited number of properties on Howard Road	Agreed
Local or community value	Yes – the community value in this area is down to the way in which the area has been maintained e.g. wild grasses, not mown	This is not evidence of the land being demonstrably special or holding any particular value. The fact that the grass is not mown does not make the land demonstrably special (see below also)
Landscape value	Yes – this area is in between 2 areas of green open space that are regularly mown	This is not evidence of the land being demonstrably special in landscape terms, or of it holding any particular significance in this respect. The land has no landscape value.
Historical Value	Yes – provided for military families	This is not evidence of the land being demonstrably special in heritage terms, or of it holding any particular significance in this respect. The land has no heritage value.
Recreational Value	Yes - Limited – this area does not offer much opportunity for play due to the wild grasses but does provide a space for walkers/dog walkers. There looked to be “man-made” walks through the grasses	The land does appear to be used occasionally by dog walkers, but this limited use is not evidence of the land having any particular significance in recreational terms, or of it being demonstrably special to the community in this regard.
Wildlife or GI value	Yes - The area is ideal for the movement of small animals e.g. hedgehogs. The area offered (at the time of the assessment) a limited variety of food e.g. berries. It is difficult to make a fair assessment of this area of greenspace as it is suspected that this area has more to offer in terms of wildlife than is visible in October. At other times of the year with the presence of wild flowers, I would expect there to be significant number of bees, butterflies and insects.	This does not comprise a robust or reliable assessment of the ecological value of the land. There is no evidence to suggest that the land is rich in wildlife and that it is in any way special in ecological terms

Summary assessment	Meets all 6 assessment criteria	The land is reasonably close to the local community, and is not an extensive tract of land, but otherwise does not meet any of the NPPF criteria for designation as Local Green Space
Recommendation	Agree with emerging local plan designation as NATURAL / SEMI-NATURAL Green Space	Do not designate as Local Green Space

5.6 It should also be noted that this land is allocated for development in the Submission version of the YLP and the only reason that the City Council is proposing that the allocation be deleted is because of concerns it has about possible effects on the adjacent SAC. The proposed deletion of the allocation has nothing to do with the land having any special value as green space.

CF2-10: Howard Road Playing Field (Outdoor Sports)

Criteria	NP Assessment	DIO Observations
Adjacent to existing properties	Yes - As situated at the top of Howard Road there is only a limited number of properties near this open space but is less than 10" walk from properties in the Howard Road area of Strensall.	Agreed.
Local or community value	Yes - large, well maintained, flat playing field.	This is not evidence of the land being demonstrably special or holding any particular value.
Landscape value	Yes - the large area of green open space is surrounded by wild grasses and mature hedgerow/trees. Just outside of the boundary but still within the landscape is a wide variety of trees which act as an ideal back drop.	This considers the surroundings and not the land and is not evidence of the land being demonstrably special in landscape terms, or of it holding any particular significance in this respect. The land has no landscape value.
Historical Value	Yes - provided for military personnel and their families.	This is not evidence of the land being demonstrably special in heritage terms, or of it holding any particular significance in this respect. The land has no heritage value.
Recreational Value	Yes - ideal for sports due to its size but fairly secluded. Ideal for dog walkers due to its size, openness and access.	The land does appear to be used occasionally by dog walkers, but this limited use is not evidence of the land having any particular significance in recreational terms, or of it being demonstrably special to the community in this regard.
Wildlife or GI value	No - Open space not ideal for shelter or the movement of small animals.	This is not evidence of the land having any ecological value. The land comprises close mown grass and has no ecological value.

Summary assessment	A good open space. Easily accessible & well maintained. It meets all of the 6 assessment criteria	The land is reasonably close to the local community, and is not an extensive tract of land, but otherwise does not meet any of the NPPF criteria for designation as Local Green Space.
Recommendation	Agree with September 2017 evidence for emerging Local Plan as Outdoor Sports Facility.	Do not designate as Local Green Space

CF2 - 11: Sports Ground (Located QEB)

Criteria	NP Assessment	DIO Observations
Adjacent to existing properties	Yes - located to rear of residential properties on South side and military installations to East and North	The land is reasonably close to the local community, but the land is not accessible to the community as it falls within QEB.
Local or community value	Yes - limited use due to its secure location but the football pitch has been used by arrangement with the military	This is not evidence of the land being demonstrably special or holding any particular value to the community. Indeed, the authors accept the fact that the land has only had limited community use. This is a military facility, not a community facility and it cannot hold any special or significant community value.
Landscape value	Yes - creates an open area between Strensall Road and the military buildings	This is not evidence of the land having any landscape value. The land has no landscape value. It is a sports field.
Historical Value	Yes - has been part of the army facilities since the land was purchased by the MoD by order of the 1884 Strensall Common Act	This is not evidence of the land being demonstrably special in heritage terms, or of it holding any particular significance in this respect. The land has no heritage value.
Recreational Value	Yes - but mainly restricted to use by members of the military	This is not evidence of the sports ground being of recreational value to the local community. The sports ground has no such value.
Wildlife or GI value	Yes - creates an open area between Strensall Road and the military buildings	This is not evidence of the land having any ecological value. The land comprises close mown grass used for sport. It has no ecological value.
Summary assessment	Meets all 6 of the assessment criteria	The land is reasonably close to the local community, and is not an extensive tract of land, but otherwise does not meet any of the NPPF criteria for designation as Local Green Space T
Recommendation	Agreed that this area which is indicated in the emerging local plan be used to enhance the village sports facilities to allow other sporting activities to take place	Do not designate as Local Green Space

- 5.7 It should also be noted that this land is also allocated for development in the Submission version of the YLP and, again, the only reason that the City Council is proposing that the allocation be deleted is because of concerns it has about possible effects on the adjacent SAC. The proposed deletion of the allocation has nothing to do with the land having any special value as green space. The same applied to the QEB tennis courts (see below)

CF2-12 Tennis Courts (Located QEB)

Criteria	SwTPC Assessment	DIO comment
Adjacent to existing properties	Yes - to military buildings.	The tennis courts are not reasonably close to the local community. They are also not accessible to the community as they are located within QEB.
Local or community value	None	Agreed
Landscape value	None	Agreed
Historical Value	Yes - has been part of the army facilities since the land was purchased by the MoD by order of the 1884 Strensall Common Act.	There is no evidence that the tennis courts have any historical value or that any historical association with the military use of QEB means that they hold particular value to the local community in heritage terms. The tennis courts are modern facilities. They have no heritage value and are not demonstrably special in heritage terms.
Recreational Value	Yes - but only to military personnel.	This is not evidence of the tennis courts being of recreational value to the local community. The tennis courts have no such value.
Wildlife or GI value	None	Agreed.
Summary assessment	Meets 3 of the 6 assessment criteria	The tennis courts are not an extensive tract of land but otherwise meet none of the NPPF criteria for designation as Local Green Space.
Recommendation	As part of the development plan for this site in the emerging local plan its retention must be taken into account.	Do not designate as Local Green Space

CF2: 36: St Wilfrid's Garrison Church, St Wilfrid's Road

Criteria	NP Assessment	DIO Observations
Adjacent to existing properties	Yes - surrounded on all sides by properties	Agreed.
Local or community value	Yes, community value - approved as Asset of Community Value by Local Authority 17th September 2018	It is acknowledged that the Church has a ACV designation, but this does not mean that a Local Green Space designation is

		appropriate for the site as it is a building and not a green space and therefore doesn't meet NPPF criteria.
Landscape value	Yes - Church is surrounded by hedges and grassed area outside the footprint of the building	This is not evidence of the land being demonstrably special in landscape terms, or of it holding any particular significance in this respect. The land has no landscape value.
Historical Value	Yes - The current building replaces a former wooden built Church destroyed by fire. This brick-built building dates from 1934 and although it is licensed for the conducting of Religious Services, Funerals and Weddings. It is also used by the community to provide sufficient space when well attended events are organised. Its future use is dependent on the outcome of the closure/ sale of the nearby Queen Elizabeth Barracks by the MoD.	This is not evidence of the land being demonstrably special in heritage terms, or of it holding any particular significance in this respect. The land has no heritage value.
Recreational Value	No - none at present	Agree.
Wildlife or GI value	Yes - numerous trees surround the building attracting birds and small animals	This is not evidence of the land having any ecological value. It has no ecological value.
Summary assessment	Meets 5 of the 6 assessment criteria	The land contains a building and car park hardstanding so is primarily not Green Space whilst it is reasonably close to the local community, and is not an extensive tract of land, it does not meet any of the NPPF criteria for designation as Local Green Space.
Recommendation	Agree with the identification of this site as Cemetery in the evidence dated September 2017 for the emerging local plan.	Do not designate as Local Green Space.

5.8 It is clear from the above that none of the MoD's land qualifies as Local Green Space. The references to these land parcels should be removed from Policy CF2 and references to them should also be removed from the Proposals Map.

6. Design and Heritage (DH1, DH2)

- 6.1 Any design policies that are to be included in the NP must be consistent with and reflect national planning policy and guidance and avoid duplication of such..
- 6.2 Section 12 of the NPPF is concerned with 'Achieving Well Designed Places'. Paragraph 130 of the NPPF states that planning policies and decisions should ensure that developments satisfy six design-related criteria. These include the need for development to be "... *sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities).*"
- 6.3 The NPPG cross-refers to the National Design Guide (January 2021). This describes ten characteristics to create physical character, to help nurture and sustain a sense of community to inform design. At paragraph 40, the Guide states that well-designed places are:
- *based on a sound understanding of the features of the site and the surrounding context, using baseline studies as a starting point for design;*
 - *integrated into their surroundings so they relate well to them;*
 - *influenced by and influence their context positively; and,*
 - *responsive to local history, culture and heritage.*
- 6.4 It is appropriate for a Neighbourhood Plan to address itself to design matters and set out the community's expectations as far as design is concerned, but the NPPF, NPPG and National Design Guide make it clear that care must be taken to ensure that:
- a) Any prescriptive policies are underpinned by robust evidence.
 - b) Policies do not address themselves to "general" design matters or quality, but instead to aspects of design that must be addressed in order to deliver local distinctiveness and/or ensure the preservation or enhancement of special features or special character areas.
 - c) Policies are not overly or unnecessarily prescriptive.
 - d) Policies do not stifle innovation or force a consistency or continuity of design except where doing so would clearly deliver "good" design and distinctiveness.
- 6.5 DIO have a major concern that DH1 and DH2 do not confine themselves to matters of local distinctiveness. Elements of DH1 are not specific to Strensall (i.e. Highways; Public Rights of Way; Spaces and Signage) and large parts of DH2 are unnecessarily and unreasonably prescriptive. It is plainly not necessary for all developments, in all locations in the Parish, to address all elements of DH1 and DH2 to deliver good design.
- 6.6 These policies should focus on:
- a) Those parts of the Parish where special care needs to be taken (because of the presence of heritage assets or because it exhibits a very distinctive character);
 - b) Otherwise requiring good design consistent with NPPF/NPPG and giving an indication of the factors that developers should consider – it should not, though, require each and every criterion to be addressed in tick box fashion. It must also not use phrases such as 'preserve and enhance' out of context. These impose a specific level of restraint that is reserved for heritage assets.
- 6.7 Any duplication with the NPPF, NPPG or emerging York Local Plan policy should be removed from the NP (i.e. in relation to "Spaces" and reference to open space provision on larger schemes). It is not clear what the section on "Spaces" adds as major development schemes would be required to provide open space as part of the development in accordance with the YLP. Policy wording around Strensall

Common SAC/SSSI is also not considered necessary, it is not clear what this criterion adds in addition to existing policy.

Woodhall Planning & Conservation Character Appraisal

- 6.8 In relation the NP Appendix 4 Woodhall work, the following comments are made:
- a) QEB cannot by definition be a landmark feature. There are no individual buildings of landmark quality visible from the public domain.
 - b) QEB is considered to comprise a discrete character area – it should therefore be appropriate to redevelop it in a form/manner that is not beholden to the character / appearance of nearby character areas.
 - c) The Woodhall report is nothing more than a simple description of what the settlement contains. It does not represent a technically robust assessment or indication of character/ features that must be replicated to deliver local distinctiveness.
 - d) What it demonstrates is that Strensall is a patchwork of residential and other buildings interspersed with pockets of quality with no overall/ defining character or spatial coherence.
- 6.9 The Appraisal provides absolutely no basis for prescriptive or detailed design polices. It would seem appropriate for NP policy to allow new developments the opportunity to create new unique, distinct character areas within and on the edge of Strensall.
- 6.10 The NPPF, NPPG and National Design Guide are perfectly adequate to deliver design of the quality required in the NP area. The Design Policies in the NP are unnecessary, unnecessarily restrictive and without appropriate underpinning evidence.

7. Strensall Park Design Guidance (DG1)

- 7.1 Whilst we have no specific comments on this proposed policy, we note that Paragraph 5.4.2 of the Regulation 16 document relates to Strensall Park, yet there is a reference to how Towthorpe Lines will impact the parish area. This comment is made in the context of emerging policy DG1 and therefore should be deleted as it lacks clarity. There is no evidence to suggest any specific additional policy requirement for the development of Towthorpe Lines in addition to what is being proposed at the strategic level in the York Local Plan in terms of highways impact, which will need to be a consideration in the development of the site in any event.

8. Howard Road Design Guidance (DG3)

- 8.1 It is not clear from the policies map as to the exact area this policy DG3 relates to although we assume it relates to the area shown by the Regulation 14 version of the plan.
- 8.2 Howard Road has no special status in planning terms, it is not recognised for its design quality, its historic value or anything special about its character. This is acknowledged in paragraph 5.4.4 of the neighbourhood plan which indicates that development could come forward in this area, and this is contrary to the proposed CF2-6 designation identified in section 5. That the Neighbourhood Plan outlines design guidance for this area further shows an inconsistent approach has been taken to development in this location.
- 8.3 The level of prescription included within DG3 is thus wholly inappropriate. This includes building heights and flexibility above two storey houses, specific boundary treatment requirements and materials.
- 8.4 The general principles of good design articulated in NPPF/NPPG and emerging YLP should be enough to ensure appropriate outcomes here in design terms.

9. QEB Design Guidance (DG4)

- 9.1 It is not clear from the policies map as to the exact area this policy DG4 relates to although we assume it is as shown by the Regulation 14 version of the plan.
- 9.2 Queen Elizabeth Barracks is not recognised for its historic or architectural value and the Parish has no evidence of the Barracks having any particular merit in these regards.
- 9.3 It has no special value in historic or architectural terms by way of listed buildings or a conservation area. It consists of a mixture of permanent and temporary structures for military use with buildings heights up to three storeys, including a relatively prominent officer's mess building.
- 9.4 DIO strongly object to the proposed retention of the hard surfaced former parade grounds and the identification of buildings historic interest when the authors of the NP have no evidence to support their assertions. The NP is not, for example, underpinned by any form of heritage assessment which examines the significance, in heritage terms, of the buildings and spaces highlighted as buildings of historic interest on page 40 of the NP.
- 9.5 It is wholly inappropriate, and unjustified to require any future developer to redevelop the site in a manner that respects the existing character and layout of the site.
- 9.6 Moreover, to require such would result in an inappropriately low-density development that does not make the best/ most efficient use of this brownfield asset, contrary to national planning policy (NPPF paragraphs 122 and 130).
- 9.7 DIO do not object to requiring a layout that looks to the 'MoDs' past, but there is no justification for any prescription here, including in respect of building heights. DIO also note that the statement on scale is incongruous as an existing building is higher than two stories. The City of York Council had no objections to an application (02/01833/CGO) for the erection of three storey pitched roof medical centre where consent was granted on 5 September 2002. The existing scale in some cases is higher than two stories. This suggests scale of any new buildings could be at least 3 stories in appropriate areas of the site.
- 9.8 The objective should be to facilitate and encourage the most beneficial, effective and efficient use of the site in support of sustainable growth objectives.

10. Development Brief for QEB Design Guidance (DG5)

10.1 DIO objects to this policy as currently worded and makes the following observations:

- a) It is not clear from the policies map as to the exact area this policy DG5 relates to although we assume it is as shown by the Regulation 14 version of the plan.
- b) Bullets 1, 2 and 3 are unnecessary and duplicate national planning policy and should be deleted.. In relation to Bullet 2, CYC's position on detailed Green Belt boundaries is being determined through the emerging Local Plan. DIO have been clear in its responses to CYC's Local Plan Examination in Public Additional Consultation in outlining how the site does not perform any Green Belt function at QEB.
- c) Bullet 4 is inappropriate and unjustified – see comments on CF1 (Section 4).
- d) Bullet 5 is inappropriate and unjustified – these are military facilities that will cease to be used when the Barracks closes in 2024. There will be no public access to the site at all post 2024 unless the site is sold/ redeveloped. If the site is redeveloped the developer will be required to deliver sport/ recreation facilities in line with national policy and the then adopted Local Plan.
- e) Bullet 6 and 7 duplicate LP policy and NPPF.
- f) Bullets 8, 9 and 10 are addressed by the emerging York Local Plan.

10.2 This is not a "Brief" it is repetition of higher-level planning policy and is unnecessary. It should be deleted in its entirety.

11. Affordable Housing Design Guidance (DG6)

- 11.1 The Neighbourhood Plan needs to be clear about how the Parish needs are to be assessed and how the policy will be implemented.
- 11.2 There is no national policy or guidance that indicates how needs (mix/type) can be robustly assessed at this micro level.
- 11.3 Affordable housing will need to be provided in conformity with the emerging Local Plan policy. The City of York Council has a Strategic Housing Market Assessment and affordable housing policies in the Local Plan should be adequate and ensure that an appropriate amount and type of Affordable Housing is delivered within qualifying developments.
- 11.4 The policy is therefore considered unnecessary and should be deleted.

12. Designation of Assets of Community Value (CA3)

- 12.1 DIO acknowledge the listing of “Hirst Hall Community Centre” as an Asset of Community Value on 15 July 2019¹ and this is reflected by proposed policy CA3-3. It is therefore unclear what is meant by the statement in the regulation 16 version (June 2021) that the Parish Council is seeking designation of Hurst Hall (CA3-3) as Assets of Community Value.

¹ <https://www.york.gov.uk/CommunityAssetsSuccessful#successful>

13. Summary and Conclusions

13.1 These representations are primarily concerned with the Regulation 16 plan being in conformity with the strategic policies in the development plan and the impact proposed policies will have on the deliverability of development in Strensall with Towthorpe Neighbourhood Plan Area.

13.2 The response sets out the following observations and recommendations:

- Many of the policies are unnecessarily prescriptive.
- Policies relating to Queen Elizabeth Barracks (QEB) are unnecessarily restrictive.
- Policies are not founded on robust proportionate evidence.
- It is unclear how the Neighbourhood Plan (NP) will operate alongside the Local Plan.
- The NP should encourage and make most efficient / effective use of this major brownfield site in accordance with sustainable development objectives.
- None of the MoDs assets in the NP area meet the criteria for designation as Local Green Spaces and they should be removed from Policy CF2
- DIO wish to participate in any examination of the NP.

Appendix I

Queen Elizabeth Barracks Site Location Plan



Defence
Infrastructure
Organisation

**ESTABLISHMENT
RED LINE PLAN
STRENSALL
QUEL**

█ Site Area - 31.32ha
█ SFA sites

Scale 1:5,000

IMPORTANT NOTE ABOUT SCALE
 PLEASE NOTE THAT THIS REFERENCE AND VERSION NUMBER MAY BE REPRODUCED BY CONVENTIONAL OR ELECTRONIC MEANS, e.g. printing from a PDF, may alter the scale of the map. Please check the dimensions of the grid to map, to ensure any change in scale before using measurements.

PRODUCTION REFERENCE
 PLEASE ENSURE THAT THE REFERENCE AND VERSION NUMBER ARE CITED IN ALL WRITTEN & VERBAL CORRESPONDENCE

Map reference: D2016/02029_5/06
 UK and line boundary files v1
 Version Number: 1

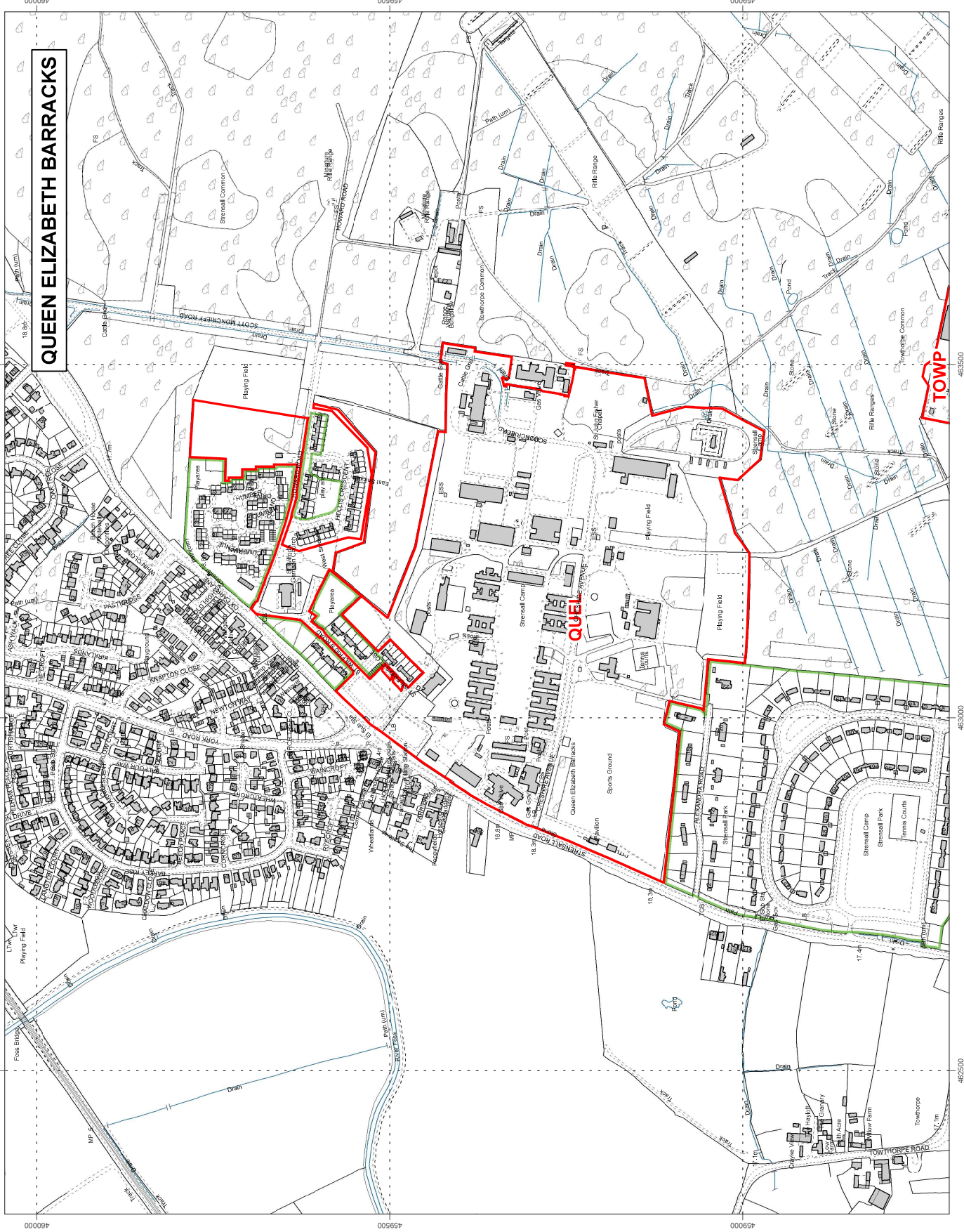
Production Date: 01.03.2016

Drawn By: J.

Checked By:

GEOSPATIAL SERVICES
DATA ANALYTICS & INSIGHT
 Defence Infrastructure Organisation
 St George's House
 Kingston Road
 WITTON COULDFIELD, B75 7FL
 COWI LTD Danco@svs.gov.uk

QUEEN ELIZABETH BARRACKS



Appendix II

Towthorpe Lines Site Location Plan



Defence
Infrastructure
Organisation

**ESTABLISHMENT
RED LINE PLAN
STRENSALL
TOWP**

Site Area - 4.64ha
 SFA sites

Scale 1:2,000

IMPORTANT NOTE ABOUT SCALE
 All dimensions are given in metres unless otherwise stated. All dimensions are rounded up to the nearest millimetre. All dimensions are given in metres unless otherwise stated. All dimensions are rounded up to the nearest millimetre. All dimensions are given in metres unless otherwise stated. All dimensions are rounded up to the nearest millimetre.

PRODUCTION REFERENCE
 PLEASE ENSURE THAT THE MAP REFERENCE AND VERSION NUMBER ARE CITED IN ALL WRITTEN & VERBAL CORRESPONDENCE

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 UK and line boundary files v1

Version Number: 1

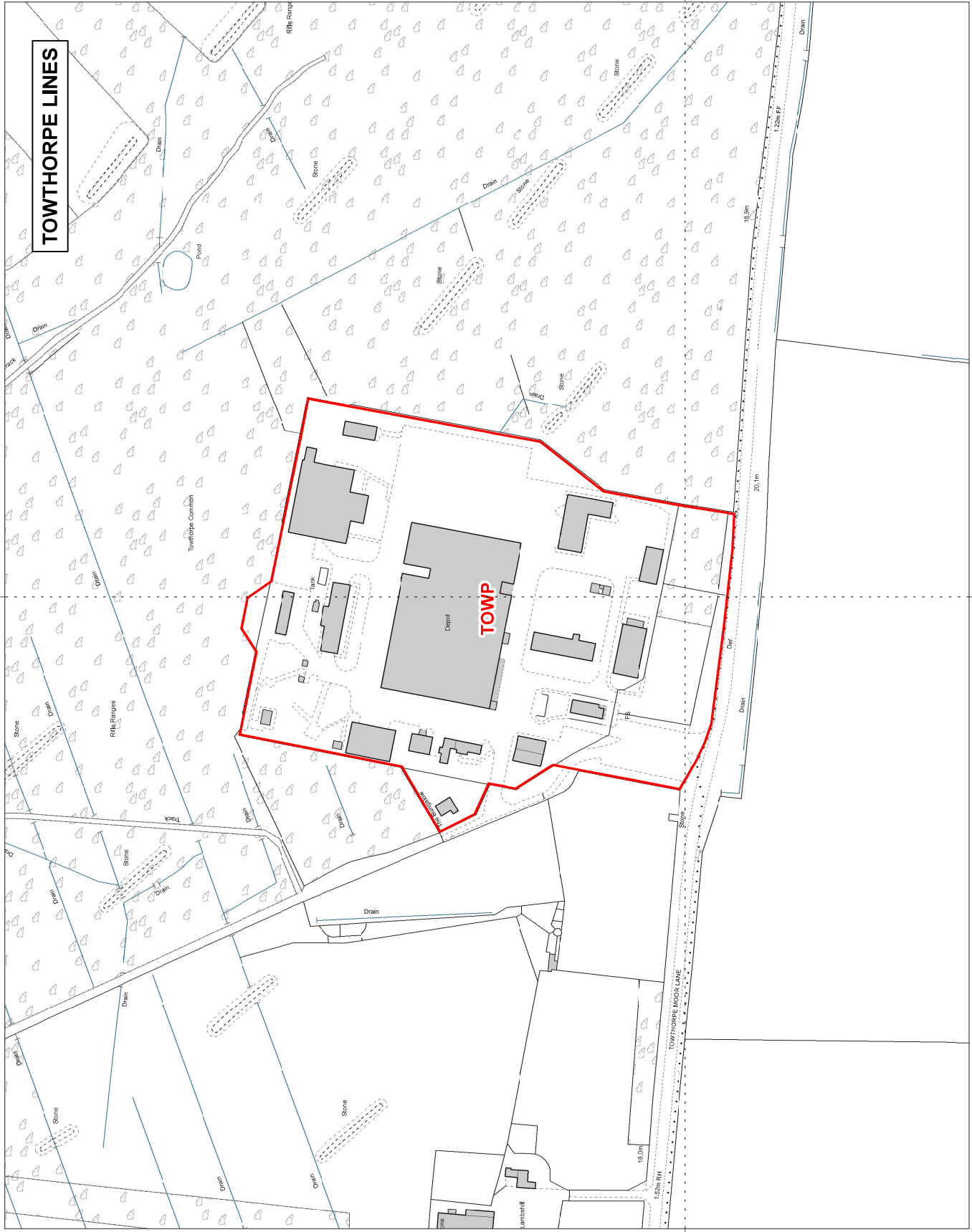
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Drawn By: J.

Checked By:

GEO.SPATIAL SERVICES
DATA ANALYTICS & INSIGHT
 Defence Infrastructure Organisation
 St George's House
 Kingston Road
 WITTON GOUDFELD, B35 7FL
 C-PAE, 070 0466363, sig@mod.uk

TOWTHORPE LINES



Contact details

Enquiries



Visit us online
[avisonyoung.com](https://www.avisonyoung.com)

Avison Young

3 Brindleyplace, Birmingham B1 2JB

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