



This section looks at where new development for houses, jobs and shopping should be in York. It sets out the positives and negatives of building in certain areas looking at factors such as green belt, flood risk and access to public transport.

Section 5: Spatial Strategy

National Planning Policy Framework

National Guidance says that:

- Local Plans should meet objectively assessed needs, allowing for sufficient capacity to accommodate rapid change, and reflect the spatial implications of economic, social and environmental change (Paragraphs 14 and 154);
- plans should positively and proactively encourage sustainable economic growth; identifying priority areas for economic regeneration, infrastructure provision and environmental enhancement (Paragraph 21);
- planning policies should promote retention of services and support sustainable growth and expansion in rural areas (Paragraph 28);
- allocations should prefer land of lesser environmental quality/re-use of previously developed land. Sequential approach to sites at risk of flooding (Paragraph 17);
- plans should indicate broad locations for development on a key diagram and strategic sites on a proposals map (Paragraph 157);
- plans should identify land where development would be inappropriate, for instance because of its environmental or historical significance (Paragraph 157);
- planning should take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it (Paragraph 17);
- planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. Developments that generate significant movement should be located where the need to travel is minimised and the use of sustainable transport modes can be maximised (Paragraphs 17 and 32);
- Local Planning Authorities should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality (Paragraph 23);
- with community support, new settlements can provide an alternative way of addressing large scale housing needs and can be delivered using the well established Garden City principles (Paragraph 52);
- Local Planning Authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement (Paragraph 83);
- once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period. (Paragraph 83);
- when drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary (Paragraph 84)

- where necessary, identify in their plans areas of ‘safeguarded land’ between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period (Paragraph 85)
- make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development (Paragraph 85)
- Local Planning Authorities should adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere (Paragraphs 94 and 100);
- the planning system should contribute to and enhance the natural and local environment by recognising the wider value of ecosystem services (Paragraph 109)
- Local Planning Authorities should plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure; including by establishing coherent ecological networks that are more resilient to current and future pressures (Paragraphs 109 and 114); and
- Local Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. Recognising that heritage assets are an irreplaceable resource and conserving them in a manner appropriate to their significance (Paragraph 126).

Preferred Approach

5.1 To respond to the Local Plan Vision, the National Planning Policy Framework (NPPF) and the outcome of previous consultation a spatial strategy has been developed comprising three interrelated policy areas:

- York Sub Area;
- Delivering Sustainable Growth for York; and
- The Role of York’s Green Belt and Safeguarded Land.

York Sub Area

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you’ve told us that:

- previous approaches failed to reflect the positive and aspirational aspects of the National Planning Policy Framework;
- references made to the York Sub Region do not adequately identify York’s economic development role at a sub regional level and there is a lack of acknowledgement of York’s membership of the York and North Yorkshire Local Enterprise Partnership or the work on the Leeds City Region Local Enterprise Partnership;
- the term ‘sub regional city’ is unclear and has negative connotations;

- there was disagreement as to whether York should focus on city growth or sub-regional growth;
- it was questioned whether York should be a key driver in the region given its characteristics as a compact historic city; and
- any approach needs to recognise the importance of connections between York and Leeds and links with York's sub-region, clearly setting out the regional and sub regional economic role of York.

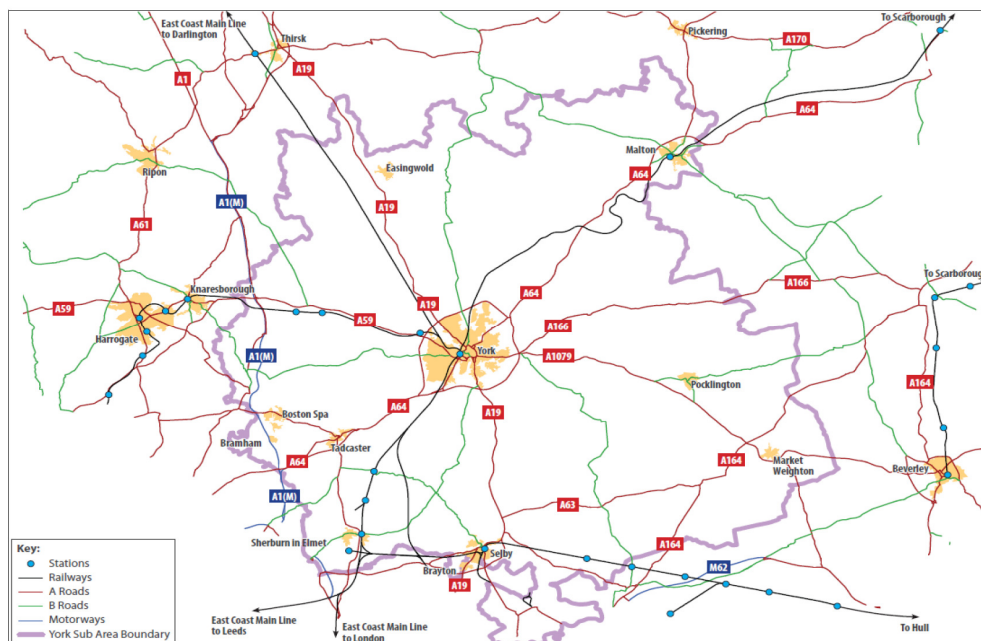
Key Evidence Base

- Heritage Topic Paper (2013)
- York Sub Area Study (2011)
- Leeds City Region Interim Strategy Statement (2011)
- North Yorkshire and York Strategic Housing Market Assessment (2011)
- The Northern Way, City Relationships: Economic Linkages in Northern City Regions (2009)
- The Yorkshire and Humber Plan: Regional Spatial Strategy to 2026 (2008)
- Yorkshire & Humber Strategic Housing Market Assessment (2007)
- Journey to Work Topic Paper (2005)

Local Context

In developing York's spatial strategy it is necessary to fully understand the challenges that need to be addressed starting with an analysis of the wider functional economic area that the city lies within. This analysis considers the York Sub Area as defined in the *Yorkshire and Humber Plan: Regional Spatial Strategy to 2026 (2008)* (the RSS) and shown in Figure 5.1 below, but also recognises the wider Leeds City Region functional economic area that interacts with the city and beyond this the York and North Yorkshire and East Riding/Hull Sub Regions.

Figure 5.1: York Sub Area



Source: York Sub Area Study (2011)

The York Sub Area

The York Sub Area is an important and successful part of the economy of the north of England, experiencing substantial economic and population growth in recent years. York is the main economic driver for the Sub Area, the principal retail and services hub and the centre of the Sub Area's commuting patterns and transport network. The RSS set out the extent of the York Sub Area, which includes all of the City of York unitary authority, Selby District, the southern parts of Hambleton and Ryedale Districts, the southeast part of Harrogate District and the northwest parts of the East Riding of Yorkshire (see Figure 5.1). There are a series of smaller settlements which surround York, including Selby, Shelburn in Elmet, Tadcaster, Boston Spa, Easingwold, Malton, Market Weighton and Pocklington. These are significant residential locations and important lower-order functional economic, retail and service hubs for their hinterlands.

Travel to work areas, housing markets, markets for business space, linkages between businesses, the influence of universities, retail catchments, and infrastructure networks do not stop at local authority boundaries. Therefore, in the context of the abolition of the RSS, there remains a strong case for local authorities to work together on spatial planning policy. To this end, analysis has been carried out as part of the *York Sub Area Study (2011)* to determine the nature and extent of functional relationships between different places in the York area. This confirms that the functional areas approach to understanding and addressing strategic spatial priorities agreed in the RSS remains valid, including the role of York and its Sub Area. In addition the council has had regard to the *Leeds City Region Interim Strategy Statement (2011)* which restates the strategic principles for the roles of places and the patterns of development that were agreed in the RSS.

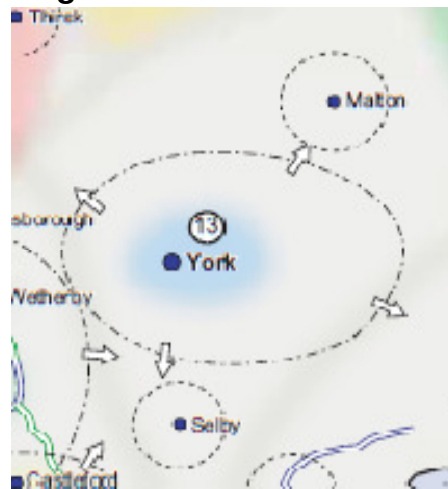
The Wider Region

The interactions and pressures placed on the York Sub Area from areas outside the defined Sub Area also need to be considered. Analysis in the York Sub Area Study suggested that the city centre and main urban areas of Leeds and Harrogate should not be considered as part of the Sub Area; however research in *The Northern Way, City Relationships: Economic Linkages in Northern City Regions (2009)* has shown for example, that York has an inter-dependent economic relationship with Leeds. Other places outside of the local authority areas studied can also be seen interacting with those in the York Sub Area. For example, Thirsk and Northallerton have an influence on the north of the York Sub Area in terms of services, retail and employment

York's influence on housing markets extends further than its influence on markets for business space and employment land, overlapping Leeds, Harrogate, the A1 corridor, Hull and Beverley. Many of these areas have also been experiencing rapid population and economic growth. It is important to understand that the York Sub Area's quality of place, residential offer and historic character make the area an attractive place to live, work and invest in. The base in financial and business services in Leeds and Harrogate complements that in York; however the desirability of these areas for this sector has contributed to the housing affordability problems being experienced in the York Sub Area. Understanding the Sub Area in this wider context is important in understanding the strategic challenges that it faces.

Figure 5.2 below reproduces the geography of housing markets that was identified in the *Housing Market Study (2006)* undertaken by DTZ to support the RSS. It is an extract from a map of the whole region's housing market geography. The *North Yorkshire and York Strategic Housing Market Assessment (2011)* retains this geography in its more recent analysis of the York housing market. Both of these pieces of work confirm that the York housing market extends beyond the City of York local authority boundary and that people who work in York have in many cases sought housing in the adjoining districts. This pattern is recognised in the *Office of National Statistics Population Projections (2008)* for York and the surrounding districts which uses a forward projection of historic migration patterns as part of its forecasts.

Figure 5.2: Strategic Housing Market Areas



Source: Extract from *Housing Market Study (2006)*

The *Journey to Work Topic Paper (City of York Council)*, based on 2001 Census data, provides an analysis of the Yorkshire and Humber Region's commuting patterns and shows that York is a net importer of journeys to work. This means that more people travel into York to work than travel out of York to other areas. The analysis shows that the closest connections are with Leeds, East Riding of Yorkshire, Selby, Harrogate, Ryedale and Hambleton local authority areas. Only four authorities in the Yorkshire and Humber Region (Leeds, Kingston upon Hull, Wakefield and Calderdale) have more people who travel to them from York to work than travel from them to work in York. Of these, only Leeds is a significant outward commute destination, with around a third of all York based commuters travelling to Leeds. A quarter of all journey to work trips into York from within the Yorkshire and Humber Region originate in the East Riding of Yorkshire, and around a fifth from Selby District. These authorities show the highest sub regional levels of outward commuting to York relative to inward commuting from York.

Working Together

Section 110 of the *Localism Act (2011)* requires local authorities and other public agencies to cooperate on sustainable development and the use of land where this significantly affects more than one authority. Paragraph 179 of the NPPF provides the policy in respect of this duty to cooperate.

Through continued engagement with established partnerships the Council has worked with the relevant authorities to meet the requirements of the Localism Act. These are the Leeds City Region partnership and Local Enterprise Partnership (LEP), the York and North Yorkshire Partnership and the York, North Yorkshire and East Riding LEP.

It is important that partners in the area work together, and with and through others to influence investment plans for national bodies, including the Highways Agency, Network Rail, and the rail franchises. In particular, investment priorities need to be focused on addressing problems of greatest economic significance, improving links with York City Centre from key out-of-centre parts of York and main settlements outside York, and unlocking major development sites. The future economic success of the York Sub Area cannot be taken for granted. There is a need for the relevant Local Authorities to work together to plan proactively to meet the needs of the area's economy.

Policy SS1: York Sub Area

The Spatial Strategy for York will reflect the roles and functions of place in the York Sub Area and Leeds City Region and York and North Yorkshire Sub Region.

The Local Plan will ensure:

- i. York fulfils its role as a key economic driver within both the Leeds City Region and the York and North Yorkshire Sub Region.
- ii. York City Centre's role as a shopping and leisure destination within the wider Yorkshire and Humber area is strengthened.
- iii. The housing needs of City of York's current and future population including that arising from economic and institutional growth is met within the York local authority area.
- iv. The further success of regionally and sub regionally important higher and further education institutions within the plan area is supported.
- v. City of York's role as a key node for public transport is strengthened, including improvements to the Leeds-York-Harrogate rail line; improvements to the outer ring road; improved access between York and Scarborough (the east coast); and projects to improve national connectivity, including links to the new high speed rail system (HS2).
- vi. City of York's outstanding historic and natural environment is conserved and enhanced recognising its wider economic importance to increased investment, employment and wealth within both the Leeds City Region and the York and North Yorkshire Sub Region.
- vii. The integrity of important landscapes, biodiversity and areas of environmental character (including the network of strategic green corridors) that extend beyond the City of York boundaries are safeguarded.
- viii. The outer and inner boundaries of York's Green Belt is established where these areas lie within the City of York area, about 6 miles from York City Centre.
- ix. Development within the City of York area will not lead to environmental problems including flood risk, air quality and transport congestion for adjacent local authority areas.

5.2 The influence of the City of York has throughout history extended beyond its immediate boundaries and the Council has a long history of joint working and cooperation with its neighbouring authorities to achieve better spatial planning outcomes. This policy defines the city's role within the York Sub Area and wider Sub Region. More specifically it identifies:

- the critical importance of the York economy to the Sub Area and its role within the wider Leeds City Region and York and North Yorkshire Sub Region;
- the importance of conserving and enhancing York's unique built environment;
- the benefits of improved transport connectivity;
- the importance of ensuring that growth and development in York does not have negative impacts on neighbouring authorities;
- the important service role of the city to its wider hinterland; and
- support for the destination role of the city.

Alternatives

York Sub Area

1. Rely on National Planning Policy Framework to guide the strategic approach to the York sub-area
2. **Provide a local derived policy to guide the strategic approach to the York sub-area (this is our preferred approach)**

Delivering Sustainable Growth for York

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- there was a mixed response to the Core Strategy Submission policy that directed development to existing settlements and previously developed land and included a sequential approach to meeting York's future development needs;
- the majority of respondents supported the previous approach of distributing development to the settlements which offer the best access to jobs and services, namely directing the majority of growth to within, or adjacent to York's main urban area in preference to the further expansion of villages. Respondents recognised that access to services may vary between settlements, but some felt that development could enable the provision of new services where needed and provide for affordable housing need;
- the sequential approach to development is inflexible, due to a perceived overreliance on strategic sites. Those who supported the approach agreed that priority should be given to the release of brownfield sites; and
- there was concern that the shortlisted Areas of Search in the Core Strategy had not been fairly assessed, including by over-prioritising existing infrastructure capacity. This was also considered to undermine the potential for alternatives to be considered.

Key Evidence Base

- Housing Requirements in York: Assessment of the Evidence on Housing Requirements in York (2013)
- City of York Economic and Retail Growth and Visioning Study (2013)
- Heritage Topic Paper (2013)
- City of York Biodiversity Action Plan (2013)
- The Natural England Natural Character Area Profile for the Vale of York (2012)
- Reaching Further – York’s Economic Strategy 2011-2015 (2011)
- York Economic Strategy Delivery Plan (2011)
- North Yorkshire Strategic Housing Market Assessment (2011)
- Historic Character and Setting Technical Paper (2011)
- Strategic Flood Risk Assessment (2011)
- Green Corridors Technical Paper (2011)
- City of York Biodiversity Audit (2011)
- Open Space, Sport and Recreation Study (2008)
- The Approach to the Green Belt Appraisal (2003)

Local Context

Drivers of Growth

Employment Growth

The technical work carried out by Ekosgen and Oxford Economic Forecasting (OEF) as part of the *City of York Economic and Retail Growth and Visioning Study* (2013) produced a series of employment projections for York for the period 2012 to 2030. Three scenarios were provided in order to give an indication of the scale of change involved under different circumstances.

- **The baseline scenario** - this involves OEF’s assessment of global and national changes in the global economy, applied to the York level;
- **Scenario 1** - this is a sensitivity test to the baseline based on a higher level of migration, accompanied by a faster UK recovery from the current economic downturn; and
- **Scenario 2** – this represents a ‘policy-on’ scenario based on faster growth in the following sectors for York: advanced manufacturing, science and research, financial and professional services, and tourism and leisure.

Scenario 2 reflects the Council’s ambitions as set out in the York Economic Strategy which is reflected in the Local Plan Vision. It is also felt to be the most realistic in terms of national economic performance. This option has therefore been adopted as the preferred strategy for the lifetime of this Plan. This equates to approximately 16,000 additional jobs between 2012 and 2030.

Population and Housing Growth

According to the Census in 2011 York had a population of 198,000 people. (2.2% less than the previous mid year estimate for 2010) This represents an increase of almost 17,000 people or 9.3% in the number of people living within the authority area since the 2001 Census. The 2010 based Sub-national Population Projections

(SNPP) were published by National Statistics in March 2012. These show that between 2010 and 2030 the population of York is forecast to grow by 25,000 or 12.5% to in excess of 220,000 people living in the city. This equates to an annual average growth rate of 1,176 people during this time period in the city. A somewhat lower rate of growth than has been experienced in the last 10 years and also lower than was forecast in the 2008 based SNPP.

Technical work carried out by Arup has reviewed the range of evidence on household and population projections and based on their review they conclude that an annual average of around 850 dwellings per annum throughout the plan period would represent an appropriate trend-based position for York. This relates to a review of the sub-national population and household projections, the 2011 Census and the *North Yorkshire Strategic Housing Market Assessment (NYSHMA)* (2011). An annual average household growth of 850 dwellings per annum would equate to a population increase of approximately 31,000 people over the Plan period (based on an average household size of 2.11 persons per household).

Arup then assessed this trend-based position against a range of related issues including employment growth and its implications for housing growth, the objective of reducing in-commuting and increasing the provision of affordable housing. They recommend three further options based on this review:

- 1,090 dwellings per annum – this would be commensurate with the level of employment growth forecast in Scenario 2 above for the Plan period and represents an integrated approach to housing and employment growth. This would equate to a population growth of approx 40,000 people over the Plan period;
- 1,500 dwellings per annum – this would meet the newly arising affordable housing need over the lifetime of the Plan based on the target set in the NYSHMA. This would equate to a population growth of approx 47,500 people over the Plan period; and
- 2,060 dwellings per annum – this would meet both the newly arising affordable need and the existing backlog over the Plan period as forecast in the NYSHMA. This would equate to a population growth of approx 76,000 people over the Plan period.

An important part of the Plan's vision is to ensure sustainable growth patterns. It is therefore considered that economic and housing growth should be linked. In addition the Vision also seeks to maximise the delivery of affordable housing through the planning process provided the viability of schemes are not compromised. To achieve these objectives the housing target for the Local Plan is between 1090 – 1250 housing per annum up to 2030. The figure of 1250 dwellings relates to the capacity arising from identified housing sites excluding any windfalls.

Factors Which Shape Growth

The Character and Setting of the City

The character and form of York provide an overarching narrative for the factors which shape the choices we make in how we accommodate the growth. Each of the

factors described below have themselves to some extent influenced the character and form of York. The main attributes of that character and form are:

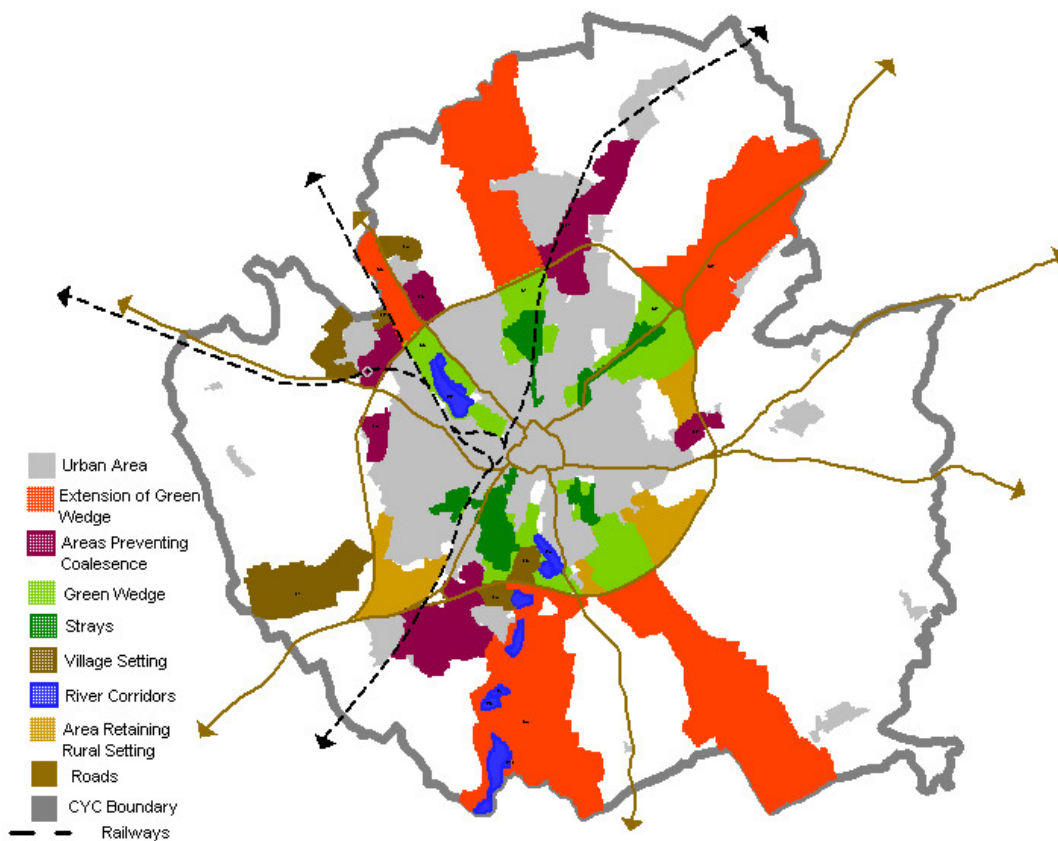
- a compact urban form surrounded by relatively small settlements;
- a flat terrain providing views particularly of historic landmark features such as the Minster or Terry's Clock Tower;
- open land which brings the countryside into the city through ings, strays and associated land; and
- key arterial routes that influence urban form.

Within the compact main urban areas York City Centre is the primary focus for employment, shopping, leisure, and cultural activities with the remainder of the urban area being the main location for housing and related community facilities. Within the urban area there are also a number of district, local and neighbourhood centres which provide a range of local services. The edge of the main urban area includes four significant commercial locations: Clifton Moor, Monks Cross, Naburn Designer Outlet and Northminster Business Park.

There are also a number of villages surrounding the York urban area which vary in terms of their size and function. These include the larger villages of Haxby & Wigginton, Strensall, Upper & Nether Poppleton, Copmanthorpe, Bishopthorpe and Dunnington which offer a range of local services and facilities such as shops, schools and sustainable transport routes. In addition there are a number of smaller outlying villages which are relatively limited in terms of local services and facilities.

The characteristics of York's unique historic and natural environment are well documented; the historic environment of the City of York is of international, national, regional and local significance. The city has an outstanding heritage with many examples of assets which exhibit developments in architecture, monumental arts and town planning over centuries. However, its character is defined by much more than its noted heritage assets. Primary factors in developing a future strategy to accommodate growth include understanding the significance and sensitivity of the wider historic environment and developing an understanding of how we would value the environment of York differently were aspects to be lost or altered.

The *Approach to the Green Belt Appraisal (2003)* study carried out by the Council indicates that, regardless of the extent to which the City may have to identify further land to meet its development requirements and needs, there are areas of land outside the existing built up areas that should be retained as open land due to their role in preserving the historic character and setting of York. The areas of land considered to serve this purpose are illustrated in Figure 5.3 overleaf.

Figure 5.3: York's Green Belt Character Areas

The Appraisal also indicates that there are areas of land outside the built up areas that should be retained as open land as they prevent communities within the environs of York from merging into one another and the city. These areas are considered to have a key role in preserving the identity of the settlements and villages around York. The relationship of York to its surrounding settlements is an important aspect of the city's character. This work was updated through the consultation process carried out to support the development of the LDF Core Strategy as set out in the *Historic Character and Setting Technical Paper (2011)*. The outcomes of this work are also reflected in Figure 5.3. It should be noted that this work provides a strategic evaluation and there are other pieces of land or sites that are of local historic significance. This includes land that can be linked to 'ridge and furrow' farming practices.

Environmental Assets – Nature Conservation, Green Corridors, Open Space

The historic city and its surroundings contain a number of important environmental assets some of which are of national importance. The form of the city has been shaped by the Strays and lngs that lie within it. These often form part of more extensive green corridors which serve multiple purposes including nature conservation and leisure and recreation. The protection and enhancement of these assets will influence the future shape of the city.

The Strays amounting to over 320ha in total are the remains of much greater areas of common land which the hereditary Freemen of the City had, since time immemorial, the right to graze cattle. Originally, each Stray was controlled and

managed for the exclusive benefit of the Freeman resident in their Ward. However, by 1858, the Freeman of all the Strays agreed that, in exchange for a small annual payment to them, the City should in future administer their Stray 'as an open space for the benefit and enjoyment of the citizens of York for all time'.

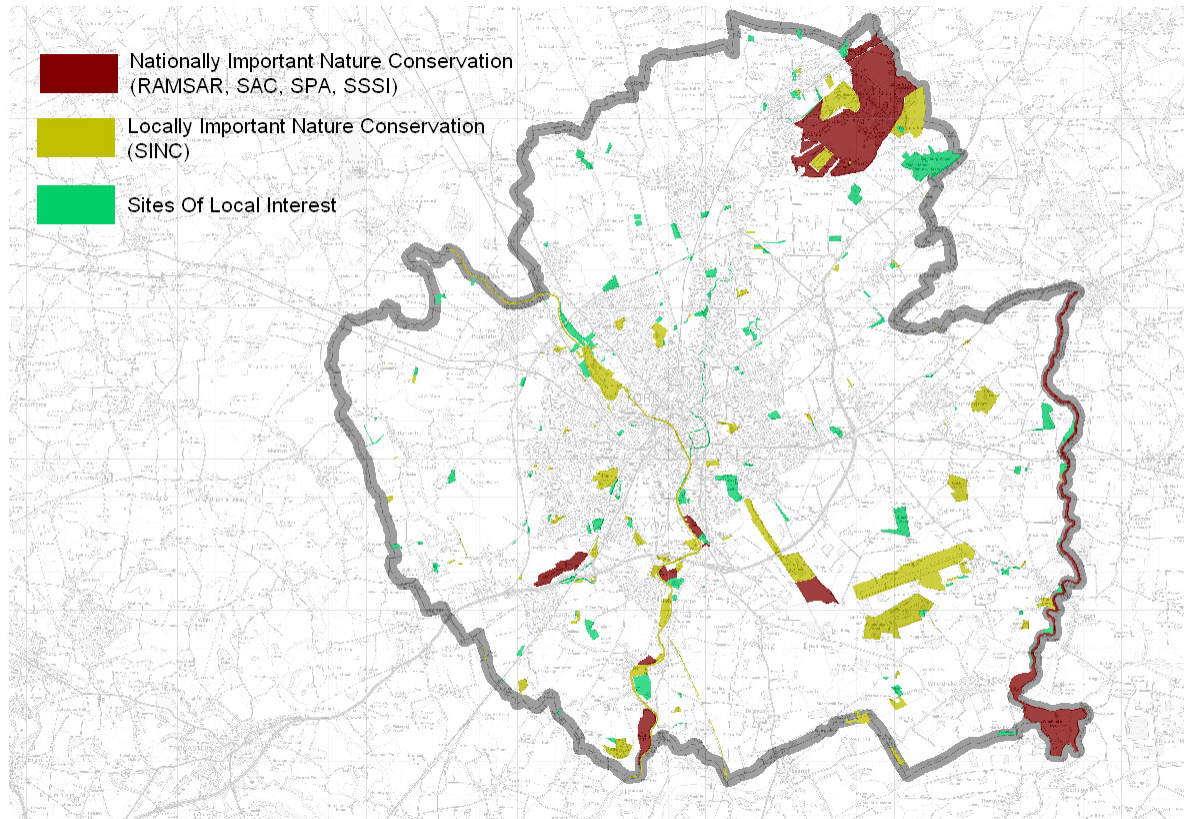
The Natural England Natural Character Area Profile for the Vale of York (2012) provides a helpful analysis in regard of how the landscape can accommodate change. It identifies a number of actions including:

- ensuring the development limits set in the plan enhance the setting of the city within the wider vale;
- conserving the tranquillity of the vale; and
- maintaining the distinct form of linear settlements.

The protection and management of York's Green Infrastructure is considered central to the way in which York develops, whether it be publicly or privately owned, legally or non-statutorily designated Green Infrastructure. These include RAMSARS (wetlands of international significance designated under the RAMSAR convention), Special Area Conservation, Special Protection Areas, Special Sites of Scientific Interest, ancient woodlands and Sites of Importance to Nature Conservation and sites of local interest. The Vale of York NCA recognises the range of benefits to society from the attributes and processes of the natural landscape. These are collectively known as ecosystem services.

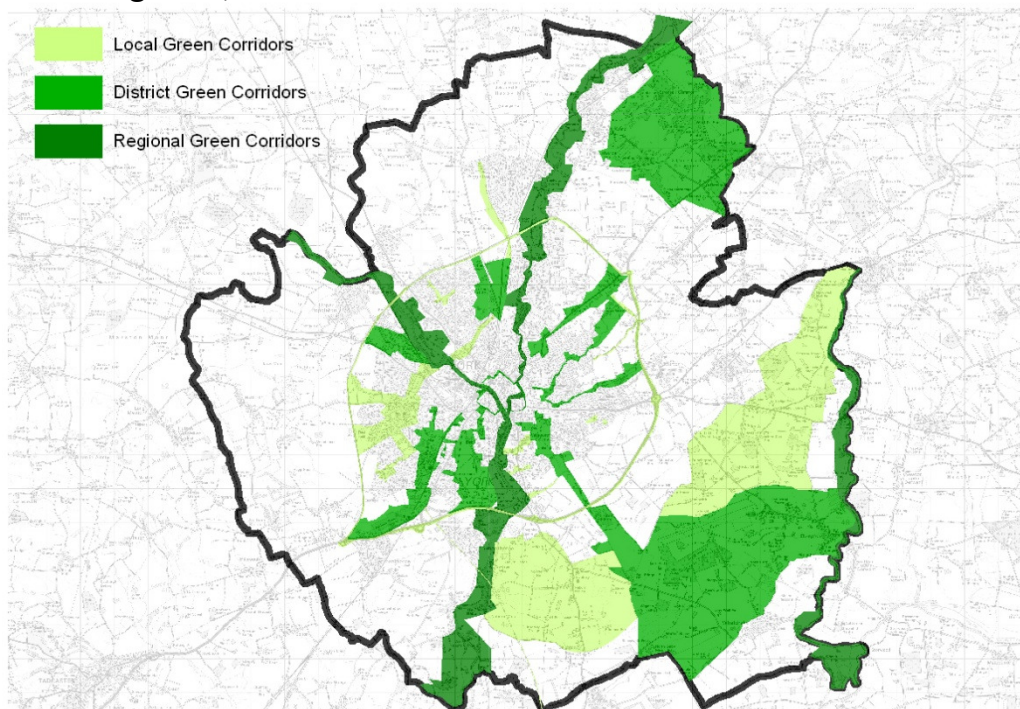
Protection of areas with nature conservation value is viewed as a key element in ensuring sustainable development. Government guidance states that plans should set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure. For this reason internationally, nationally and locally significant nature conservation sites, along with appropriate buffers, will be excluded when considering future potential development locations (shown in Figure 5.4 overleaf).

Figure 5.4: York's Nature Conservation sites



In addition the Council has defined Regional, District and Local Green Corridors, which are identified in the *Green Corridors Technical Paper (2011)* (shown in Figure 5.5 below). It is important that any future development does not have an adverse effect on green corridors. This would need to take account of their characteristics and the reason behind their initial designation.

Figure 5.5: Regional, District and Local Green Corridors



The Local Plan will also protect recreational open space provision, across all typologies as identified in the Council's *Open Space, Sport and Recreation Study (2008)* (shown in Figure 5.6 below) and subsequent audit work.

Figure 5.6: Open Space

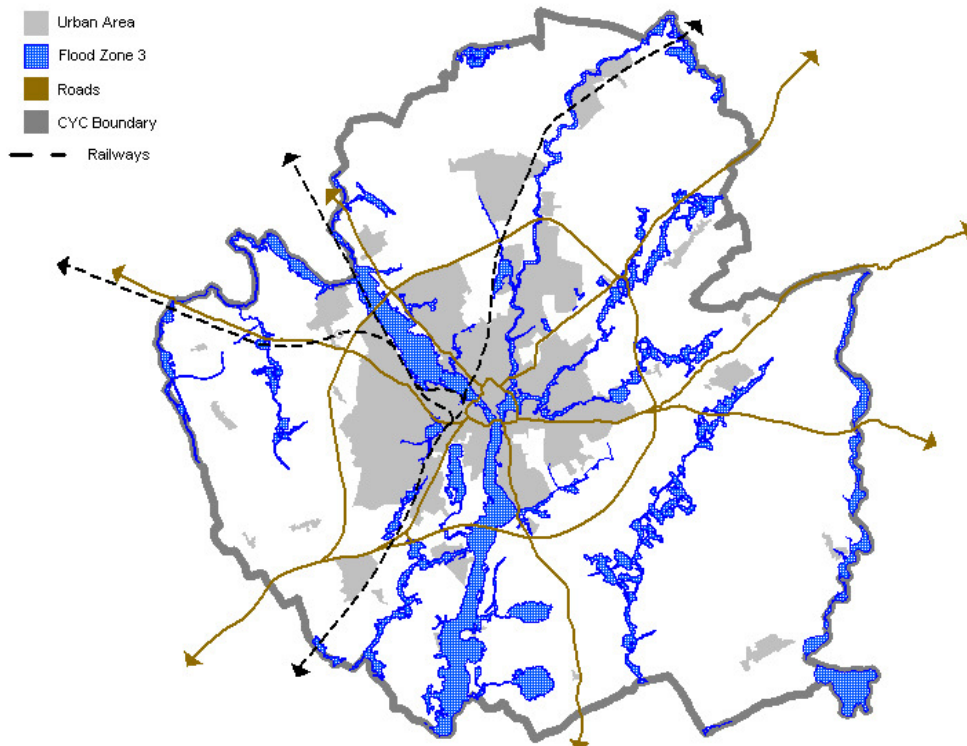


Flood Risk

The geography of the city and its surroundings are such that significant areas are at risk of flooding. The pattern and extent of the areas which are at high risk (flood zone 3) has had and will continue to have a major influence on the urban form of the city and the smaller settlements in the district.

The Council has produced a *Strategic Flood Risk Assessment (2011)* (SFRA) incorporating the floodplain maps produced by the Environment Agency. Figure 5.7 illustrates the extent of Flood Risk Zone 3a (high risk of flooding – 1 in 100 years or greater annual probability of river flooding) and Flood Risk Zones 3a(i) and 3b – 1 in 25 or greater annual probability of river flooding. The SFRA includes detailed boundaries of all flood risk zones across York. To reduce future damage to property and infrastructure and to maximise public safety, greenfield areas subject to high flood risk (Flood Risk Zones 3a and 3b) are considered as inappropriate for future development for housing or employment. For development in brownfield areas, development for housing or employment would be considered inappropriate in Flood Risk Zone 3b, however within the Flood Risk Zone 3a the 'Exception Test' can be applied in some cases (please see Section 19 'Flood Risk Management').

Figure 5.7: Flood Zones 3a and 3b



Location Sustainability

York is a compact city with generally good public transport service and provision of community facilities. The location and design of development can play an important role in travel choice to and from destinations in maximising the opportunity to use non car modes of transport.

Maximising this potential is an important aspect of creating sustainable neighbourhoods and contributing to residents' quality of life. Ensuring the local provision of and sustainable access to education, food, community services and openspace opportunities promotes environmental sustainability as well as social inclusivity and well-being.

Similarly, taking advantage of non car modes of transport to employment destinations helps to capitalise on these benefits whilst maximising opportunities for the economy through ensuring an accessible workforce. Expanding connections between established areas can also benefit through clustering of industrial sectors and use of established routes.

In addition, it is important that care is taken in making choices about the location of new development so as not to exacerbate congestion or reduce air quality.

Settlement Capacity

Some of the districts growth will be accommodated in the smaller settlements that surround the city. The capacity of each of these settlements to accommodate growth is informed by the principles of sustainable development. This includes an understanding of the capacity of services in the settlement to support additional development. Clearly services can be expanded to meet additional need but such

expansion may require a step change in the scale of development, for example, to support a new primary school. These issues have been given careful consideration in the work to decide which potential development sites are included in the Plan.

Deliverability and Viability

As part of our desire to generate development opportunities within the City of York, we wrote to and emailed nearly 2000 contacts from our Local Plan and *Strategic Housing Land Availability Assessment (SHLAA)* database asking people to submit sites, which they thought had potential for development over the Plan period. The consultation ran for 6 weeks in Autumn 2012 and generated around 300 submissions from a variety of landowners, agents, developers and members of the public. These sites were then assessed along with others we previously knew about from the 2008 call for sites, *Strategic Housing Land Availability Assessment* and *Employment Land Review*, as well as outstanding planning permissions. In total, we considered 723 parcels of land. An appraisal of potential development sites has been undertaken to establish realistic assumptions about the availability, suitability and economic viability of land to accommodate future development. However, we will continue to work with the business community, neighbouring authorities and LEPs to prepare and maintain a robust evidence base to understand existing business needs and likely changes in the market, to identify and address barriers to investment.

It will be paramount for the Council to show that its development strategy is deliverable, within the context of York's current and future market conditions and CIL requirements and S106 payments (including towards the provision of affordable housing). There are however some broad economic circumstances that the plan cannot change that will impact on deliverability and viability. These include:

- the ability of households to access mortgage finance is a major factor in the delivery of new homes. Current lending rates remain well below the historic highs of 2007 are likely to continue to constrain housing delivery for some time to come.
- interventions to promote the delivery of new private rented homes which are currently being developed nationally and within the Leeds City Region may well begin to increase housing delivery in the near future by changing the tenure mix of new development.
- housebuilders access to development finance is also a constraint which will affect both overall development rates and developers willingness to take on more risky development opportunities.
- the health of the local economy which can affect householders willingness to take on more debt in the form of a mortgage particularly in relation to perceptions of job security.

Policy SS2: Delivering Sustainable Growth for York

- i. Development during the plan period should be consistent with the following priorities:
 - The provision of sufficient land to support sustainable economic growth to improve prosperity and ensure that York fulfils its role as a key economic driver within both the Leeds City Region and the York and North Yorkshire Sub Region.
 - The objective to build strong, sustainable communities through addressing the housing and community needs of York's current and future population, including that arising from economic and institutional growth.
- ii. The location of development through the plan will be guided by the following four spatial principles.
 - Conserving and enhancing York's historic and natural environment. This includes the city's character and setting and internationally, nationally and locally significant nature conservation sites, green corridors and areas with an important recreation function.
 - Ensuring accessibility to sustainable modes of transport and a range of services.
 - Preventing unacceptable levels of congestion, pollution and/or air quality.
 - Ensuring flood risk is appropriately managed.
- iii. York City Centre, as defined on the Key Diagram and Proposals Map, will remain the focus for main town centre uses¹.
- iii. The identification of development sites is underpinned by the principle of ensuring deliverability and viability. Additionally, land or buildings identified for economic growth must be attractive to the market.

¹ **Main town centre uses as defined by the NPPF:** Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Policy SS3: Spatial Distribution

Economy

To meet the city's need for employment land the Local Plan will distribute development in the following way.

- i. The locations identified below and on the Key diagram will be priority areas for development and infrastructure funding to support growth in key economic sectors during the plan period.
 - York City Centre (Including ST20 and E1);
 - York Central (ST5);
 - Monk Cross (Including ST18, E2, and E3);
 - Northminster Business Park (ST19);
 - Terry's (ST16);
 - York Business Park (Including E12, E13 and E14); and
 - Naburn Designer Outlet (ST21).
- ii. The economic role of York's higher and further education institutions are recognised both in terms of direct employment and through facilitating growth in research and development (Science City Sector).

Housing

- i. To meet the city's need for housing land it is anticipated that the following Strategic Sites with consent will be developed during the plan period:
 - Terry's (ST16);
 - Nestle South (ST17);
 - Germany Beck (ST22);
 - Derwenthorpe (ST23); and
 - York College (ST24).

In addition to the development of committed sites the Local Plan will distribute development as set out below.

- ii. Make provision for 19% of need within main built up area, including the following Strategic Sites:
 - British Sugar/Manor School (ST1);
 - Former Civil Service Sports Ground, Millfield Lane (ST2);
 - The Grain Stores, Water Lane (ST3);
 - Land Adjacent Hull Road and Grimston Bar (ST4);
 - York Central (ST5);
 - Land East of Grimston Bar (ST6); and
 - Additional Land at Nestle South (ST17).

- iii. Make provision for 42% of need within urban extensions to the main built up area, including the following Strategic Sites:
 - Land to the East of Metcalfe Lane (ST7);
 - Land North of Monks Cross (ST8);
 - Land at Moor Lane, Woodthorpe (ST10);
 - Land at New Lane, Huntington (ST11); and
 - Land to North of Clifton Moor (ST14).
- iv. Make provision for 29% of the housing the district needs within an identified new settlement at Holme Hill (ST15).
- v. Make 10% provision for housing in the villages including the following Strategic Sites:
 - **Haxby & Wiggington:** Land North of Haxby (ST9); and
 - **Copmanthorpe:** Land at Manor Heath Road (ST12) and Land at Moor Lane (ST13).

Policy SS4: Strategic Sites Development Principles

All strategic sites identified on the key diagram and proposal map, dependent on their composition and mix, will be expected to reflect the following development principles:

- i. to create a sustainable, balanced community through provision of an appropriate range of housing;
- ii. to ensure that social infrastructure requirements of the new community are met through provision of facilities and services in a planned and phased manner which complements and integrates with existing facilities;
- iii. to maximise the benefits of sustainable economic growth for the local community;
- iv. to ensure the highest standards of sustainability are embedded at all stages of the development;
- v. to create a high quality, locally distinctive place which relates well to the surrounding area and its historic character, and exploits opportunities for creating new and enhancing existing key views;
- vi. to create a people friendly environment which promotes opportunities for social and community interaction;
- vii. to deliver new development within a framework of linked multifunctional green infrastructure incorporating existing landscape areas and biodiversity value, and maximising linkages with the wider green infrastructure network;
- viii. to maximise integration, connectivity and accessibility to and from the site giving priority to sustainable travel options;
- ix. to ensure as many trips as possible are able to be taken by sustainable travel modes and to promote and facilitate modal shift from the car to sustainable

forms of travel by maximising opportunities for walking, cycling and public transport; and

- x. to minimise the environmental impact of vehicle trips to and from the development and mitigate the impact of residual car trips on the highway network where possible.

- 5.3 Policies SS2 and SS3 will underpin the approach to accommodating York's future growth through directing the location of new housing, employment and retail. Other subsequent policies within the Local Plan will conform with these principles.
- 5.4 They respond to York's economic and housing growth aspirations whilst ensuring that this is done in a way that:
- recognises character and setting of York including the role of centres and the relationship between York and its surrounding settlements;
 - conserves and enhances York's special historic and natural environment;
 - protects York's Green Infrastructure;
 - minimises flood risk.; and
 - mitigates against climate change through locating development in the most sustainable locations.
- 5.5 The policies also explicitly highlight the key NPPF requirement regarding the need to identify viable, deliverable sites as a part of the Local Plan process.
- 5.6 The delivery of Strategic Sites and Locations identified in policies SS2 and SS3 will be critical to achieving the vision and intended outcomes of this plan, particularly the city's economic and housing growth aspirations. The sites identified have the potential to provide exemplar sustainable developments, providing high quality, innovative design, minimising the need to travel and acting as a catalyst for sustainable living. Policy SS4 outlines the development principles to promote this ambition.
- 5.7 In addition to the potential for all of the strategic sites providing sustainable development, it is the Council's ambition that the proposed new settlement at Holme Hill (ST15) could be developed as an eco-settlement. This would embrace the highest standards of sustainable living, incorporating a high level of affordable housing, green space and services that are in walking distance to all residents. The location of Holme Hill benefits from being adjacent to two potential areas of search for renewable electricity, could be suitable for 'solar farms', using solar panels to generate electricity. This could help the new settlement achieve zero carbon status.
- 5.8 The Council will prepare Supplementary Planning Documents (SPDs) for all Strategic Sites which will establish a co-ordinated planning approach to ensure delivery of high quality sustainable development. The SPDs will provide the planning framework, outlining the principles for development with associated policy statements, which will set out the requirements to be sought. It will also identify infrastructure, facilities and services to meet needs associated with the new development.

Alternatives

Drivers of Growth

1. Alternatives relating to future housing and employment growth are considered in Sections 8 – 10.

Factors Which Shape Growth

1. Prioritise the socio-economic spatial principles
2. Prioritise the environmental principles
3. **Take a balanced approach to the identified spatial principles (this is our preferred approach)**
4. Prioritise viability and deliverability

Spatial Distribution

1. **Prioritise development within and/or as an extension to the urban area and through the provision of a single new settlement (this is our preferred approach)**
2. Prioritise development within and/or as an extension to the urban area and through provision in the villages subject to levels of services
3. Prioritise development within and/or as an extension to the urban area and through the provision of new settlements
4. Prioritise development within and/or as an extension to the urban area along key sustainable transport corridors

Strategic Site Development Principles

1. Rely on the National Planning Policy Framework to guide Strategic Site Development.
2. **Provide local level policy to guide Strategic Site Development (this is our preferred approach)**

The Role of York's Green Belt and Safeguarded Land

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- the primary purpose of the Green Belt is considered to be preserving the historic character and setting of the York;
- the importance of the strays, river corridors and green wedges to the city's character is widely acknowledged. Many were in favour of extending the strays;
- the establishment of a permanent Green Belt boundary for York, beyond the Plan period, is supported but existing boundaries should be reviewed;
- the Green Belt boundary should not be too tightly drawn;
- we should protect all the Green Belt land identified in the existing York draft Local Plan; and

- York needs an environmental capacity study to determine the level of growth it can take, it was felt by some that York's compact character could be damaged by further expansion in to the Green Belt.

Key Evidence Base

- Housing Requirements in York: Assessment of the Evidence on Housing Requirements in York (2013)
- City of York Economic and Retail Growth and Visioning Study (2013)
- Heritage Topic Paper (2013)
- Historic Character and Setting Technical Paper (2011)
- Approach to the Green Belt Appraisal (2003)

Local Context

Green Belt

The principle of a Green Belt around York is long established it was most recently reconfirmed in the RSS adopted in 2008 (although the RSS is now partially revoked the policies that deal with the York Green Belt remain in force). Some of the outer boundaries of the Green Belt have been agreed in adjoining Authorities Development Plans. The Local Plan sets out the purpose of the Green Belt and finalises the inner boundary and those parts of the outer boundary that lie in the City of York Local Authority area.

The policy guidance for Green Belt is set out in the National Planning Policy Framework (NPPF). This states that in drawing Green Belt boundaries Authorities should have regard to their permanence beyond the plan period and to promoting sustainable patterns of development. Authorities should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt.

Purposes of the green belt are set out in the NPPF, these are to:

- check the unrestricted sprawl of large built-up areas;
- prevent neighbouring towns merging into one another;
- assist in safeguarding the countryside from encroachment;
- preserve the setting and special character of historic towns; and
- assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Given this guidance it is important to ensure that the extent of the Green Belt takes account of the longer term development requirements of the city and at the same time ensures that it properly addresses the purposes for which it has been created.

It is important that the full needs for both housing and employment land during the plan period can be met without compromising the integrity of the green belt. In addition, to ensure a permanent Green Belt the levels of growth have been extrapolated forward to create a Green Belt that would endure for at least 25 years. Although it is likely that further, as yet unidentified, previously undeveloped sites

(windfalls) will become available during the Local Plan period thus extending this timeframe.

The technical work underpinning the Local Plan has established the objectively assessed need for development in the Local Authority Area. The call for sites and further work on the suitability and deliverability of sites has established the range and scale of opportunities to accommodate the objectively assessed need. It is clear that the outcome of all this work is that the accommodation of the district's development needs and the securing of a long lasting green belt boundary will require the use of land that is currently open and could otherwise be included in the green belt. The use of this land is necessary to meet the objectively assessed development needs of the district and there is not a suitable and deliverable alternative. Therefore the exceptional circumstances required to take land from the established green belt have been met.

Safeguarded Land

The identification of evidence of longer term development pressures that would require land to be excluded from the Green Belt and safeguarded for longer term development requires careful consideration. Any land to be excluded from the green belt for these purposes would be the subject of the exceptional circumstances test. Furthermore there is inherent uncertainty in estimating the longer term development requirements of the city.

In seeking to determine the scale and pattern of longer term development pressures, three broad types can be identified; housing, employment and community facilities (schools shops health provision etc). This has been simplified using the gross calculation which is applied to housing as the large housing sites include land for the facilities required to support the community. Some safeguarded land will because of site characteristics and surroundings only be suitable for either housing and associated community uses or employment. The site selection and overall amount of land identified has taken account of this.

The Local Plan has a 15 year strategy, looking ahead a further 10 years should ensure a fair degree of permanence to the green belt. Given the uncertainty inherent in the calculations it is reasonable to take the simplified approach to arrive at a 'broad brush' conclusion. In doing this it is important to remember that the land safeguarded for longer term development will remain open for the lifetime of the plan and possibly beyond.

In forecasting the longer term development needs of the district we can either extrapolate from the policy based forecasts used for the plan period or seek to derive a policy neutral forecast.

In the case of land for housing and associated community facilities the work undertaken by Arup has demonstrated the variability on the ONS/DCLG trend based forecasts of population and housing growth. Much of this variability arises from migration which can differ due to economic circumstances and policy changes. Given this uncertainty we are proposing to extrapolate from the figure used for the Plan period.

This extrapolation gives a target of just over 270ha having made allowances for large housing sites in the plan that will not be completely developed during the plan period and for a continuing supply of very small sites coming from within the urban area.

The forecasting of longer term job growth is even more challenging than the forecasting of housing growth. Long term economic modelling is subject to significant uncertainty. However it is clear that the continued population growth in the district will lead to a larger workforce and a consequent need for land for jobs. An extrapolation of the calculations used for the plan period provides a start point for the need for employment land. (The Plan allocates 46ha for B1 B2 and B8 uses and we have assumed that other types of employment use can be accommodated within the existing built up area) We have used a combination of this extrapolation and identifying where established employment sites can be extended to allow for their expansion should the plan review determine that this is necessary. This combination gives a figure of 71ha of safeguarded land that could be used for employment purposes

The process for choosing sites is based on the methodology applied to site choice in the plan period. This process identifies a series of primary constraints which have been applied to the selection of sites for safeguarding, these include land that is essential to protecting the setting and historic character of York. The secondary constraints e.g. public transport accessibility were not applied as these may well change over the life of the plan and would be applied at plan review should the site be required to be considered for development as part of the review. Similarly the test of delivery has not included a full assessment of site viability as this may well change over the life of the plan and again would be applied at the point when the site is considered for development. Finally in considering the attributes of safeguarded land we decided that in order to provide some flexibility at the time the sites are required to be considered for development a small number of quite extensive tracts of land which could be brought forward either in part or as a whole should they be required for development at the time of Plan review.

Policy SS5: The Role of York's Green Belt

- i. The primary purpose of the Green Belt is to preserve the setting and the special character of York. It also has a recognised role in safeguarding the countryside from encroachment. New building in the Green Belt is inappropriate unless it is for one of the exceptions set out in policy GB1.
- ii. The general extent of the Green Belt is shown in the Key Diagram. Detail boundaries shown on the proposals map follow readily recognisable physical features that are likely to endure such as streams, hedgerows and highways.
- iii. To ensure that there is a degree of permanence beyond the plan period sufficient land is allocated for development to meet the needs identified in the plan and further land is safeguarded to provide a reserve of land that can be brought forward for development through a plan review, should such land be required. Planning permission for development on safeguarded land will only be granted following a plan review.

- 5.9 The boundary of the Green Belt is the consequence of decisions about which land serves a Green Belt purpose and which can either be allocated for development or safeguarded for longer term development needs beyond the plan period. In this Local Plan the Green Belt's prime purpose is that of preserving the setting and special character of York. This essentially comprises the land shown earlier in the section at Figure 5.3.
- 5.10 Over and above the areas identified as being important in terms of the historic character and setting of York other land is included to regulate the form and growth of the city and other settlements in a sustainable way. This land will perform the role of checking the sprawl; safeguarding the countryside from encroachment; and encouraging the recycling of derelict and other urban land.
- 5.11 In defining the detailed boundaries of the Green Belt care has been taken to follow readily recognisable physical features that are likely to endure such as streams, hedgerows, footpaths and highways. Clearly it will not always be possible to do this because of factors on the ground and where this is the case there will be a clear logic to the boundary that can be understood and interpreted on the ground.

Policy SS6: Safeguarded Land

The following sites have been identified as land to be safeguarded for longer term development needs:

• SF1 Land south of Strensall Village	29 ha
• SF2 Land north of Clifton Moor	72 ha
• SF3 Land at Holme Hill	174 ha
• SF4 Land north of Haxby	29 ha
• SF5 Land to west of Copmanthorpe	22 ha
• SF6 South of Airfield Business Park, Elvington	15 ha
• SF7 Land adjacent to Designer Outlet	16 ha
• SF8 Land at Northminster Business Park	40 ha

On these sites planning permission will only be granted for development which is required for established operational uses on the site and for temporary uses that will not prejudice the long term development needs that the site may be required to accommodate.

- 5.12 To ensure that the green belt as defined in the Local Plan endures well beyond the end of the Plan period it is necessary to exclude land from the Green Belt that can be held in reserve and considered for development when the Plan is reviewed. Such land is referred to as land safeguarded for longer term development.
- 5.13 Policy SS6 identifies the sites that have been excluded from the Green Belt in exceptional circumstances to ensure that the green belt so defined will endure beyond the life of the Plan. The policy also protects these sites from development that would prejudice their long term role as a reserve of land for future development should the need arise. Only development that is either necessary to ensure the

effective operation of uses already established on the site this might include activities related to agriculture and temporary uses which do not impede the long term future use of the site will be acceptable.

- 5.14 The exceptional circumstances that require this land to be excluded from the Green Belt are to meet the forecast long term housing growth for the district and to secure its economic future. The total amount of land excluded from the green belt for these purposes is 397 ha. The designation of a site as safeguarded land should not be assumed to mean that the site will be brought forward for development at plan review. The deliverability and suitability of the site for development will be judged in detail at that time.

Alternatives

The Role of York's Green Belt

- 1. Identify 'preserve the setting and special character of York' as the primary purpose of York's Green Belt (this is our preferred approach)**
2. Give equal weight to all Green Belt Purposes identified in National Planning Policy Framework

Safeguarded Land

1. Identify sufficient development sites for the duration of the Green Belt (at least 25 years)
- 2. Identify sufficient development sites for the duration of the plan (15 years), safeguarding land to provide options for future consideration during the life time of the Green Belt (a further 10 years) (this is our preferred approach)**

Question 5.1 This is our preferred approach to the spatial strategy do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 6: York City Centre

National Planning Policy Framework

National Guidance says that:

- planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plans, Local Planning Authorities should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality (Paragraph 23).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- you agree that York City Centre's unique selling point is its quality of place and historic environment and this needs to be central to any long term strategy with distinctiveness and quality of public realm paramount. Improved cultural offer and an expanded and inclusive evening economy were highlighted by many respondents as opportunities, with tourism seen by some as having limited scope for growth as things stand;
- accessibility is a key issue, with a need for high quality sustainable links to be promoted but negative perceptions around ease and availability of parking and concerns raised about air quality impacts. The river was highlighted as a potentially underused sustainable travel option and footstreet expansion was widely supported;
- there is a need for an improved bus station or interchange facilities
- it is important to 'join up' the city centre and new development/ areas of change through legible and accessible linkages; and
- there are concerns about the physical capacity of the city centre to accommodate the level of housing and office growth outlined without detriment to the historic environment. The retail impact of major developments was also raised, with broader support for smaller scale City Centre growth.

Key Evidence Base

- City of York Economic and Retail Growth Visioning Study (2013)
- Consultation Draft City of York Streetscape Strategy and Guidance (2013)
- Heritage Topic Paper (2013)
- New City Beautiful: Toward an Economic Vision (2011)
- York Visitor Survey 2011 - 2012 (2011)
- York Central Historic Core Conservation Area Appraisal (2011)
- City Centre Movement and Accessibility Framework (2011)

Local Context

While the City Centre has a lively and diverse range of activities, including some of the most attractive small, niche retailing environments in the country, the physical fabric within which it sits does not showcase York's assets or provide a good

platform for events, and presents challenging movement and accessibility issues. It is acknowledged that a pride in your place increases the sense of wellbeing and promotes a desire to protect and promote that place.

In helping York meet its economic aspirations of becoming a top 5 UK city and a top 10 European city the *Economic and Retail Growth Analysis and Visioning (2013)* indicates that we should be striving for perfection in City Centre appearance through high quality management and investment including improvements in circuits, way-finding, signage, street furniture, routes for walking and cycling. This conclusion is supported by the *New City Beautiful: Toward an Economic Vision (2011)* which strongly advises that quality of place and a rich diversity of activity in reinvigorated streets and spaces do affect personal and business location decisions. Improving the physical appearance of the city, improving retail and commercial opportunity and activity, ensuring better accessibility and improving image and perception are all important.

The *York Central Historic Core Conservation Area Appraisal (2011)* reported that York is widely loved and admired for its wonderful historic buildings and picturesque townscape. However, the Appraisal also found that the poor quality of streets and spaces (the 'public realm') substantially detracts from the character, appearance and the experience of the Conservation Area. Whilst there are plenty of examples of good design and finish, it has not really been addressed in a holistic manner but rather has evolved piecemeal through the introduction of street furniture, paving, signage and other maintenance in a range of different materials and designs. The *York Visitor Survey 2011-2012 (2011)* found that the overwhelmingly top activity of our 7 million visitors each year is to 'stroll around and enjoy the ambience of York', together with 'eating and drinking out'. Less than 2 million of the 7 million visitors actually go into the major attractions. This illustrates the vital importance of the quality of public spaces. It is vital in attracting entrepreneurs, investors, students and people looking for jobs.

The *City Centre Movement and Accessibility Framework (2011)* includes a thorough analysis of movement and accessibility in the city centre providing an assessment of the current condition of the City Centre. This assessment concluded that: protecting and enhancing York's historic environment is critical to its future economic success; current traffic patterns are recognised as one of the biggest barriers to improving the environment and public realm of the city centre; and there is strong policy support for enhancing the public realm; reducing congestion and car intrusion in the City Centre; improving public transport access for through-City Centre bus flows and reliability. The need for improved public transport turnaround and interchange facilities at York Railway Station is also recognised (see also Policy T3 in Section 23 'Transport'). This approach is consistent with the approach of York's Local Transport Plan 2011-2031 (LTP3).

Given the challenges of the changing nature of the high street and rise of online shopping, as set out in the *City of York Economic and Retail Growth and Visioning Study (2013)* immediate and noticeable improvements made to the quality and image of the city centre would be significantly to York's advantage. York will stand-out as an attractive location for business, shopping, tourism and leisure and will be in a position to take best advantage of the upturn and changes in lifestyle choices over

the coming decades. The Reinvigorate York programme aims to enhance the quality of York's unique and special selling point; the quality of its historic core, so that it builds further its international competitiveness, compares effectively with other world heritage cities, continues to attract residents and visitors to the centre, and helps to sustain economic development and promote new jobs in the city. This is a short term programme to 2015 and as such there is an opportunity for the Local Plan to build on this good work to ensure a thriving and successful City Centre.

Preferred Approach

Policy YCC1: York City Centre

York City Centre is the economic, social and cultural heart of York. It is vital to the character and future economic success of the wider city. Its special qualities and distinctiveness will be conserved whilst helping to achieve economic and social aspirations of the Plan. The streets, places and spaces of the City Centre will be revitalised and key commercial developments will be delivered.

York City Centre is identified as a strategic location for a range of employment uses and fundamental to delivering the plans economic vision. During the Plan period it will be the principal location in the City of York area for the delivery of economic growth in the tourism, leisure and cultural sectors. It will account for the majority of the employment growth identified in these sectors.

Within the City Centre, as defined on the Proposals Map, the following development types are acceptable in principle:

- Office (Use Class B1a);
- Retail (A1);
- Arts, entertainment and recreation (D1);
- Leisure(D2);
- Hotels (C1);
- Finance and professional services (A2); and
- Food and Drink (A3/A4/A5).

As shown on the Proposals Map, the following City Centre sites have been allocated:

- E1 Hungate (12,000 sq. m office (B1a))
- ST20 Castle Piccadilly (up to 25,000 sq. m net retail (A1));

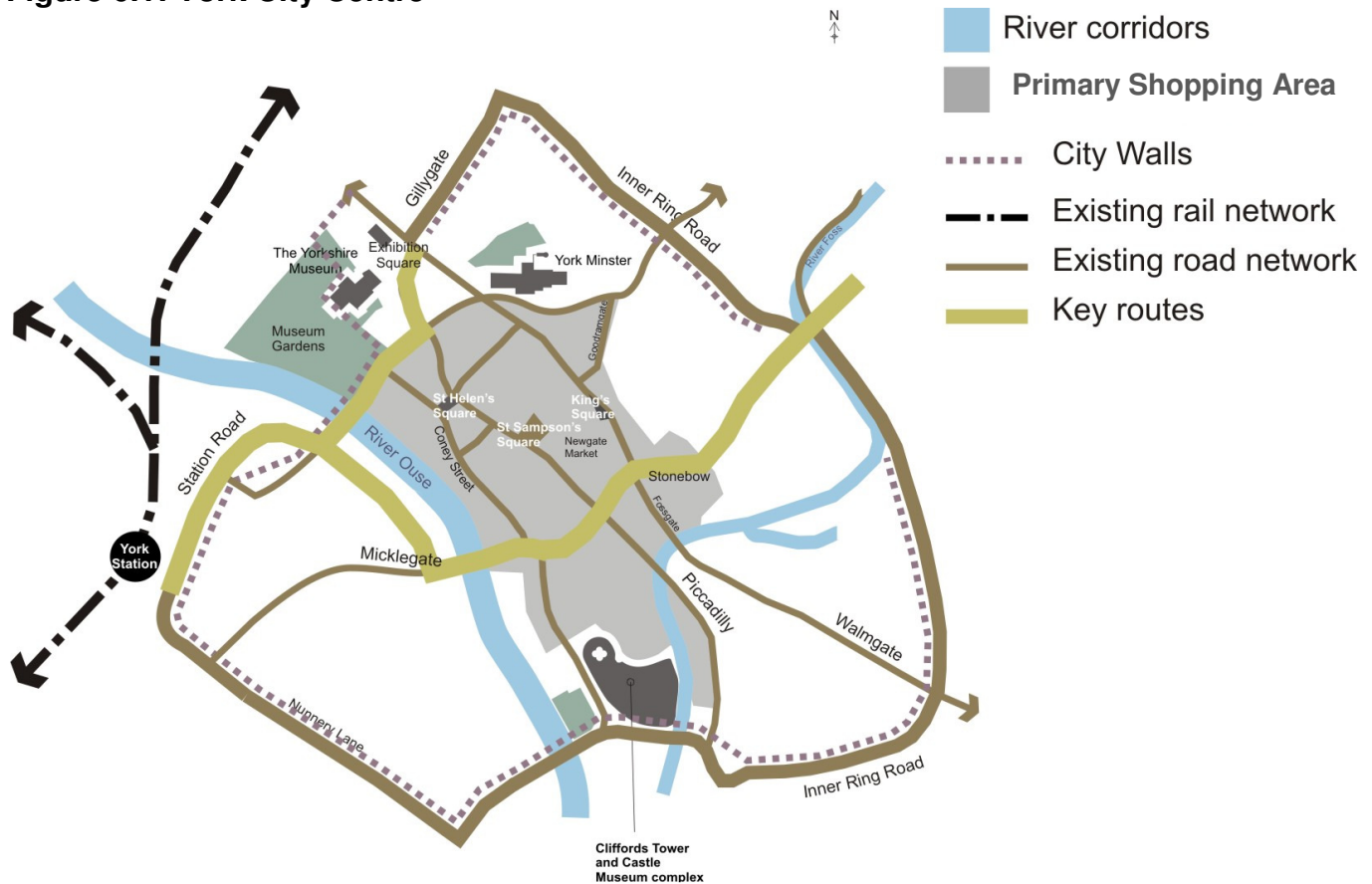
Proposals that promote accessibility and movement are encouraged, particularly those that prioritise pedestrian and cycle movement and improve linkages between key places such as the railway station, York Central and the National Railway Museum, the Minster, Castle Piccadilly Strategic Allocation, Hungate Strategic Allocation and the universities.

The following principles will be taken into account when considering city centre development proposals:

- i. conserve and enhance the existing historic character of York City Centre whilst encouraging contemporary high quality developments that add to the sense of place and create a prestigious and desirable location for thriving businesses;
- ii. enhance the quality of the City Centre as a place and rediscover the outstanding heritage of the city with reanimated and revitalised streets, places and spaces and with improved settings to showcase important assets such as the Minster and Clifford's Tower;
- iii. enhance the gateway streets leading into the City Centre to give a better sense of arrival, including the entrance and gateways to the footstreets, to improve pedestrian and cycle routes and to encourage visitors to explore further. Streets include Gillygate, Goodramgate, Peasholme Green and Stonebow, Walmgate and Fossgate, Piccadilly, Micklegate and Bootham;
- iv. design streets around place and quality, not vehicle movement, creating civilised streets that make the City Centre easy, enjoyable and safe to move around;
- v. create a strong evening economy by diversifying the current functions of the City Centre to provide more for families and older people and encouraging activities to stay open later in the evening;
- vi. add to the City Centre's retail offer and retain and strengthen independent shops;
- vii. enhance the River Ouse and River Foss and their frontages, turning them into attractive, vibrant and bustling environments with improved access to the riverside and linkages to other parts of the City Centre;
- viii. positively promote and integrate the presence, roles and contributions of the University of York and York St John University in the City Centre;
- ix. deliver sustainable homes that provide quality, affordability and choice for all ages, including a good mix of accommodation;
- x. provide community and recreational facilities to encourage healthy, active lifestyles including the provision of green amenity spaces in the City Centre to help to combat the effects of higher temperatures, air pollutants, flooding and climate change; and
- xi. support the reduction of through traffic, improving the public transport offer and the deliver of a bus interchange at York Railway Station.

6.1 The City Centre is the economic, social and cultural heart of York as shown at Figure 6.1 overleaf. Its historic core is internationally recognisable and one of the most revered places in the country with layers of heritage in its complex mosaic of buildings, streets and public spaces. The City Centre is vital to the future success of the wider city. To ensure this success a framework is required for the gradual and sensitive improvement of the area so that it is fit for 21st Century York, a plan for the next layer of history.

Figure 6.1: York City Centre



6.2 To provide this framework in the City Centre, the principles set out in Policy YCC1 will set a template and challenge for new sustainable development and improvements that sensitively consider the historic environment of the city.

6.3 It is recognised that York City Centre is competing with smart new City Centre investments in places such as Hull, Leeds and further afield in Manchester and Newcastle Upon Tyne, but also faces competition from its own 'out of town locations'. Whilst the City Centre has a lively and diverse range of activities, including some of the most attractive small, niche retailing environments in the country, the physical fabric within which it sits presents challenging movement and accessibility issues. Investment to improve this, together with facilitating new development proposals at Castle Piccadilly and Hungate which will bring additional retail and commercial floorspace into the City Centre, is important to encourage a greater proportion of the City's residents to spend time in their City. For more information on the Plan's approach to economic and retail development please see Section 8 'Economy' and Section 9 'Retail'.

6.4 Quality of place is key to economic competitiveness because it influences where people choose to live and work. The City Centre is not as competitive as it once was and despite the area having many special qualities and heritage assets in some places York's streets and spaces do not function well and movement is impeded. This detracts from the experience of moving around the City Centre. Streets have become cluttered and do not have the infrastructure to cope with modern demands. Through Policy CC1 the streets, places and spaces of the City Centre will be

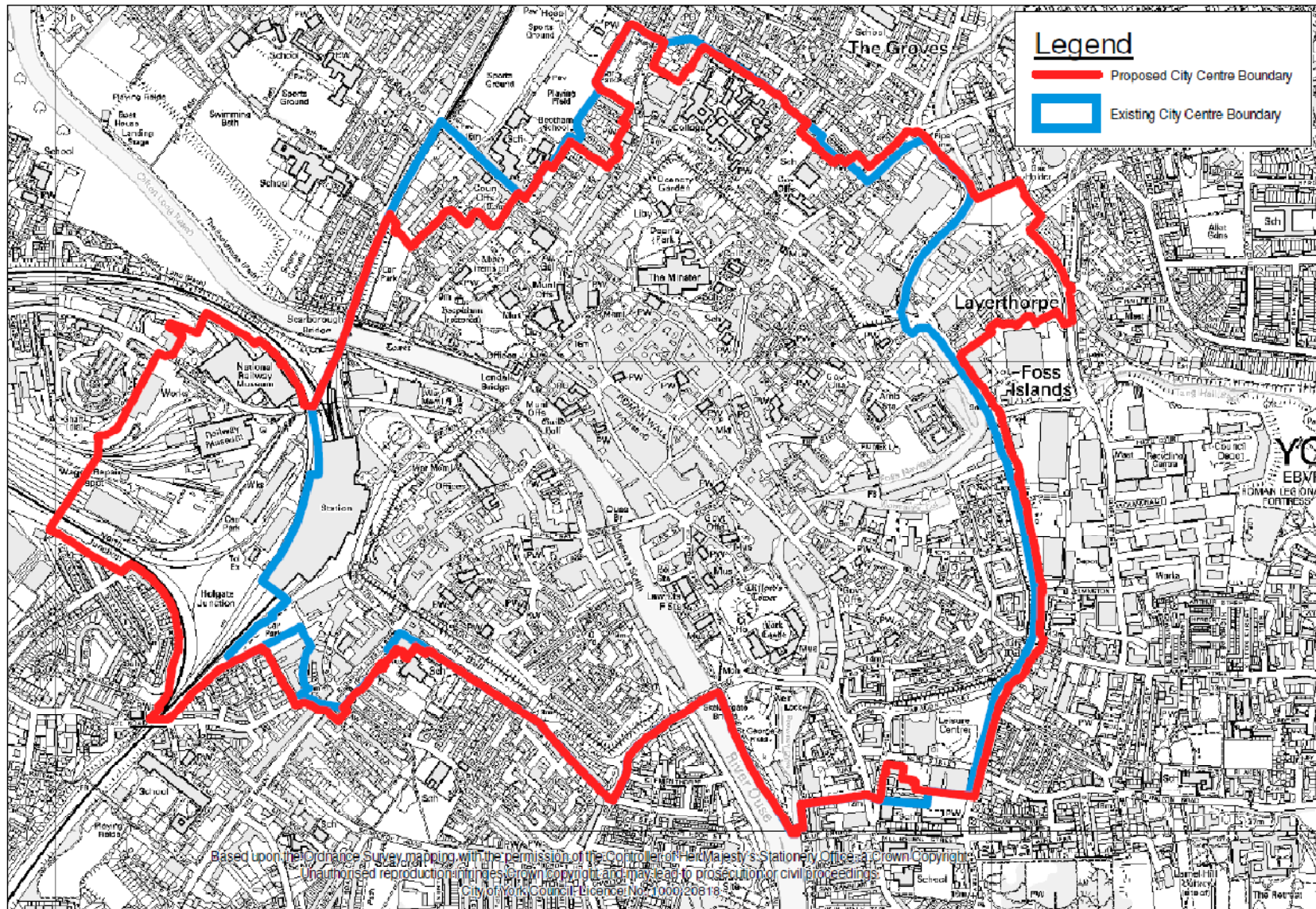
revitalised, in accordance with the policies in Section 16 'Design and the Historic Environment'. Further information on how to improve the quality of place in the City Centre is set out in the *Consultation Draft City of York Streetscape Strategy and Guidance (2013)*.

- 6.5 Addressing accessibility and movement in and around the City Centre has been identified through consultation as a fundamental issue to resolve and was considered in the *City Centre Movement and Accessibility Framework (2011)*. A comprehensive approach is required that improves pedestrian and cycle connectivity, allowing City Centre road space to be reallocated in favour of sustainable transport such as walking, cycling and public transport, whilst ensuring the centre continues to be accessible for businesses, residents and visitors. The approach to the City Centre also seeks to reduce congestion and improve air quality. For more information on the Plan's approach to transport please see Section 23 'Transport'.
- 6.6 There is a trend whereby upper floors in historic city centres have, over time, become less appealing and so less lettable, resulting in underuse and dis use. As this happens above eye level, it is often unseen and the problem spreads, becoming an established pattern that cannot be reversed by the investment of single owners. Once this stage is reached, attitudes, and therefore the market, have become entrenched and only strategic intervention will work. Proposals that bring upper floors in York City Centre back into use are encouraged to ensure that upper floors do not become a wasted resource, to the detriment of the economy and an imbalance in the life of the City Centre. Work is currently underway by the North of England Civic Trust to explore the underuse and dis use of upper floors in York City Centre. This work will determine the extent of the problem of disused upper floors in the historic centre of York, understand the causes of the problems and what is needed to overcome them and consider what intervention is needed.

City Centre Boundary

- 6.7 Based on work undertaken under the previous Local Development Framework process the Council are currently exploring whether the boundaries of the City Centre should be revised to take into account land which may have a city centre function but is currently outside of the existing City Centre boundary. An up to date boundary is necessary for the purpose of City Centre specific policies in the Local Plan and also for adopting a sequential approach to development which will guide how planning applications are determined. The existing and proposed city Centre Boundaries are shown overleaf at Figure 6.2. We would welcome your views on the potential revisions to the boundary.

Figure 6.2 Existing and Potential Revised City Centre Boundary



Alternatives

York City Centre

1. Rely on the National Planning Policy Framework to guide development in the City Centre
2. **Provide detailed local criteria and site allocations to guide development in York City Centre (this is our preferred approach)**

Question 6.1 This is our preferred approach to York City Centre do you think this is appropriate or should one of the alternatives or a different approach be taken?

Question 6.2 Do you think the City Centre boundary should be revised in line with Figure 6.2 or should it stay the same or should a different approach be taken?

Section 7: York Central

National Planning Policy Framework

National Guidance says that:

- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change (Paragraph 14);
- Local Planning Authorities should identify priority areas for economic regeneration, infrastructure provision and environmental enhancement (Paragraph 21); and
- policies should be flexible to accommodate needs not anticipated in the plan and to allow rapid response to changes in economic circumstances (Paragraph 21).

You Told Us

Through the Local Development Framework process and Local Plan vision workshops you've told us that:

- the previous spatial strategy in the Core Strategy was over-reliant on brownfield and committed sites which are unlikely to be delivered because of high infrastructure costs, poor market conditions and land assembly difficulties;
- previous planning approaches to key sites and areas of change such as York Central contained insufficient detail;
- York Central should not overly rely on retail as the primary economic driver;
- York Central needs further key work on capacity, timescales, infrastructure and needs certainty on any cross subsidy/plot levy proposals; and
- York Central needs a planned incremental approach to site release and delivery

Key Evidence Base

- York Northwest Transport Masterplan (2012)
- Leeds City Region Housing and Investment Plan 2010 – 2014+ (Leeds City Region and Homes and Community Agency 2010)
- York Northwest Area Action Plan Issues and Options Baseline Report (2007)
- York Northwest Area Action Plan Issues and Options Report (2007)

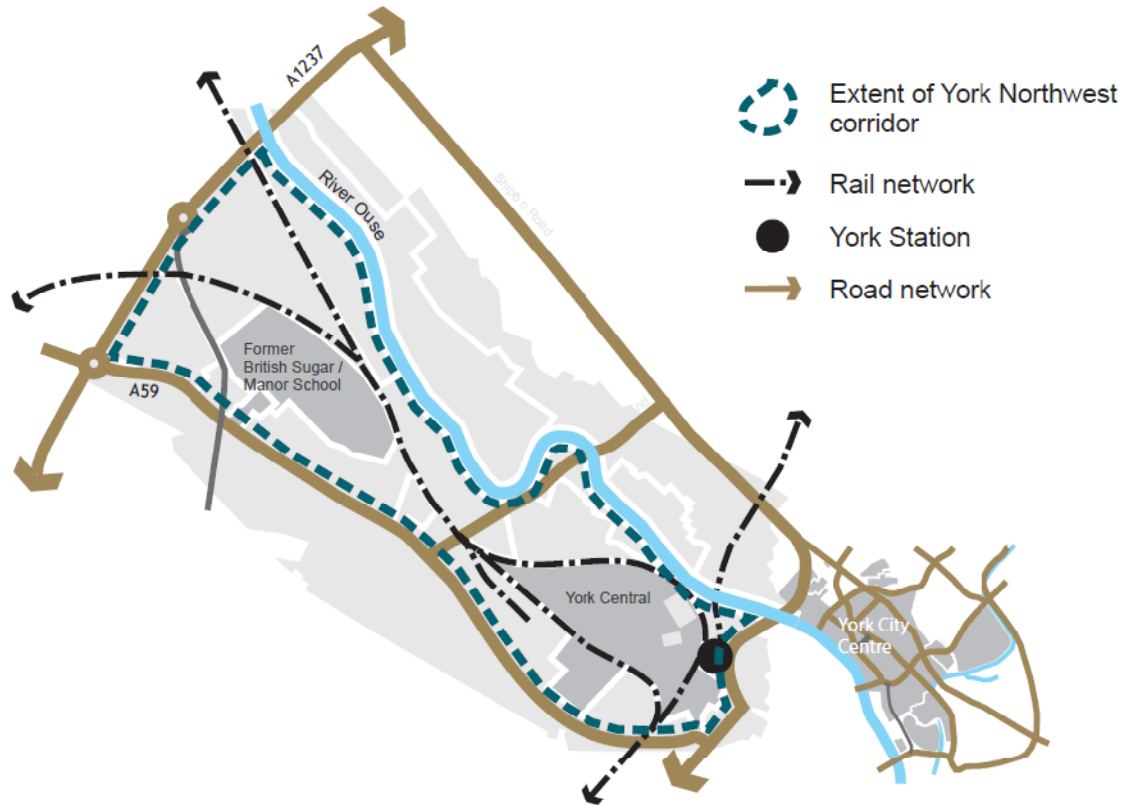
Local Context

York Central comprises around 60 hectares (ha) gross of brownfield land. This is equivalent to two thirds of the area of the walled city. York Central is bounded in its entirety by railway lines and historically has been occupied by a broad mix of operational rail related uses, alongside the National Railway Museum. Other key uses within the site include existing residential dwellings and a number of local businesses in the light industry and trade sectors. Network Rail are currently rationalising their operational rail activities within York Central and it is anticipated that a significant proportion of land within the site will become available for redevelopment. At York Central, the net area of land available for development is around 35ha.

York Central forms part of the wider York Northwest corridor. York Central lies to the south of the corridor, with the Former British Sugar/Manor School housing allocation

to the north. York Northwest extends to approximately 100 ha of brownfield land and is located immediately to the north and west of York City Centre (as shown on Figure 7.1 below). The area forms a corridor, which is bounded by the Outer Ring Road, the River Ouse, the A59 and the historic core of the city. The York Northwest corridor includes two major brownfield development areas, the York Central and the Former British Sugar/Manor school sites.

Figure 7.1 York Northwest Corridor



York Central provides a unique opportunity for future expansion of the city centre in a highly sustainable location adjacent to the centre, the railway station and public transport services, without compromising the historic fabric of the city. A range of uses are expected to be delivered on the site and it is essential that that development of the scale anticipated on York Central balances the benefits of growth with its impact on the environment, transport network and the city's impact on climate change. *The Leeds City Region Housing and Investment Plan 2010 – 2014+ (2010)* sets out the investment programmes for the Homes and Communities Agency and other complementary public sector funding to deliver City Region housing and regeneration strategic ambitions and indicates the promotion of eco living as a priority for investment. The York Northwest corridor is being promoted as an Urban Eco Settlement, with sustainable living as the core concept in the creation of the new development. The City Region's commitment to the site has been reconfirmed by its inclusion in the emerging shortlist of major sites for investment agreed by the Leeds City Region/Homes and Communities Agency Board on the 28th January 2013.

As a complex, brownfield site, technical assessments have identified constraints to delivery at York Central. Whilst these are not necessarily prejudicial to development,

they will require careful consideration as part of the work to bring forward the site. That said the site still represents an important opportunity to deliver growth in a sustainable location, regenerating an underused part of the city. Whilst the site cannot be relied upon to deliver housing and employment growth, in the early phases of the plan period, it would be unsustainable not to expect development on the site throughout the lifetime of Local Plan: Previous work undertaken as part of the Local Development Framework process identified that York Central could provide between 87,000 to 100,000 sq m Offices (B1a), around 1,165 dwellings, as well as a range of ancillary and leisure uses over the next 20 to 30 years. More recent work has indicated that around 450 dwellings may be deliverable in the short term utilising existing infrastructure. A flexible but comprehensive phased approach to development may facilitate early delivery. This is because market conditions will change during the life of the Local Plan, infrastructure requirements may evolve and funding availability may well change. Therefore it is important that the Plan is sufficiently flexible to respond to this process of change, adopts a proactive role in exploiting these opportunities and provides appropriate guidance for new development proposals.

Preferred Approach

Policy YC1: York Central Special Policy Area

York Central is allocated as a Special Policy Area, as indicated on the Proposals Map. This Special Policy Area will enable the creation of a new piece of the city; with exemplar mixed development including a world class urban quarter forming part of the city centre. This will include; a new central business district, expanded and new cultural and visitor facilities, residential uses and a new vibrant residential community.

The following mix of uses will be permitted within the York Central Special Policy Area Allocation:

- i. Offices (B1a);
- ii. Residential;
- iii. Culture, leisure, tourism and niche/ancillary retail facilities;
- iv. Open space, high quality public realm and supporting social infrastructure; and
- v. Rail uses associated with operational rationalisation and functionality.

Within the plan period land, as shown on the Proposals map, within York Central is allocated for around 450 dwellings and up to 80,000 sq m of Office (B1a)

Development within the York Central site will be permitted in accordance with the principles of development set out below, to be defined further through the preparation of a Supplementary Planning Document (SPD) produced with the involvement of stakeholders and the community.

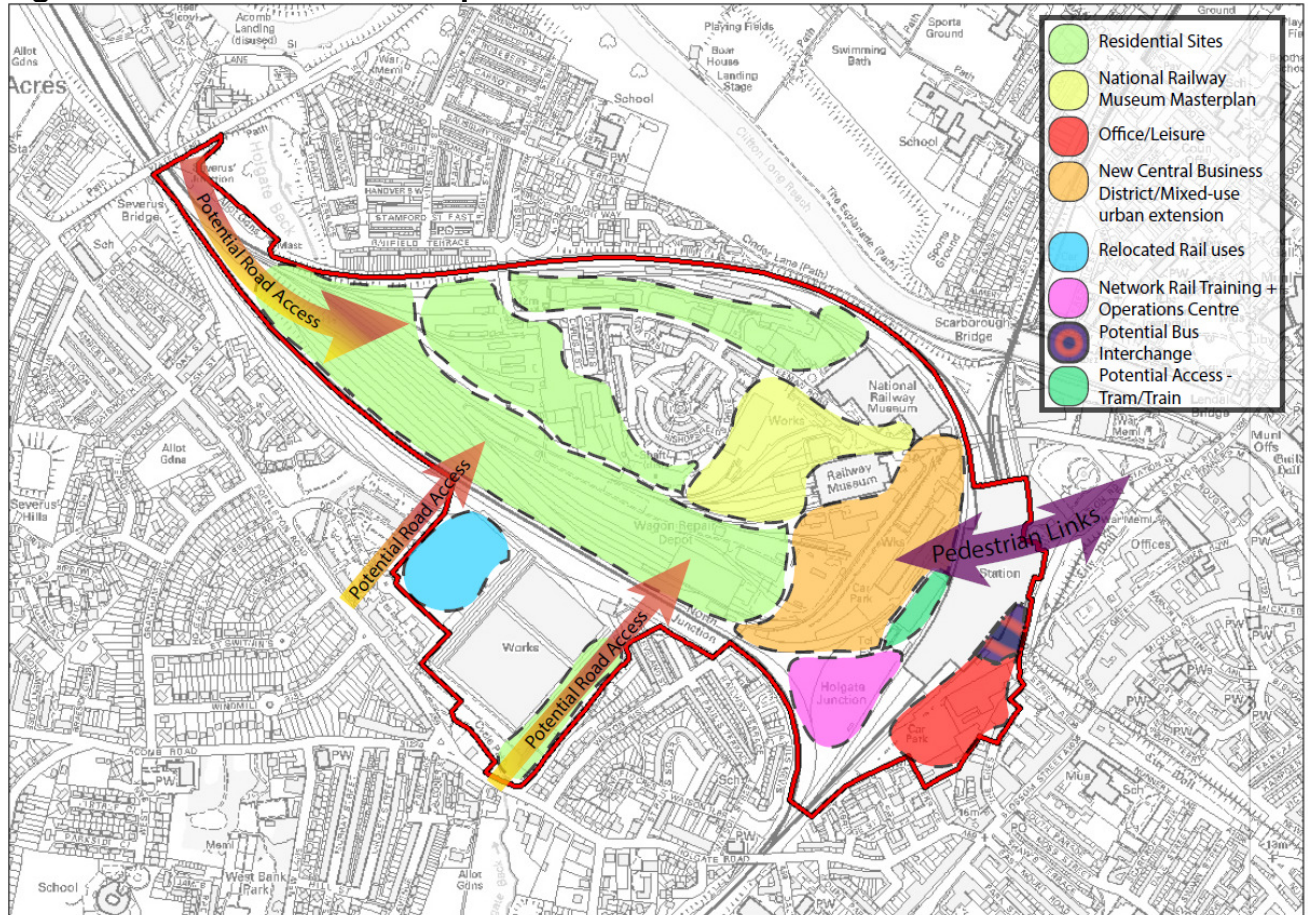
The principles of development at York Central are to:

- i. create a new mixed-use urban quarter for York including a range of commercial, residential and leisure uses;
- ii. seek to deliver standards for Eco Towns within the context of its brownfield location;
- iii. provide a new central business district with critical mass of high quality new offices;
- iv. enhance the cultural area around the National Railway Museum (including expansion of the museum) within high quality public realm and improving connectivity of the area to the rest of the city;
- v. create a distinctive new place of outstanding quality and design which complements and enhances the existing historic urban fabric of the city;
- vi. maximise the benefits of sustainable economic growth;
- vii. create a sustainable new community with a range of housing types and tenures;
- viii. ensure provision of social infrastructure which meets the needs of the new community including sports, leisure, health, education and community facilities and open space;
- ix. maximise integration, connection and accessibility, including inter-modal connectivity improvements at York Railway Station;
- x. ensure as many trips as possible are taken by sustainable travel modes and to promote and facilitate modal shift from the car;
- xi. minimise the environmental impact of vehicular trips;
- xii. deliver development within a Green Infrastructure framework which maximises linkages with the wider green infrastructure network and integrates with wider public realm in the city; and
- xiii. ensure sustainability principles are embedded at all stages of the development.

The SPD will establish a co-ordinated planning approach to ensure delivery of high quality sustainable development in a complementary manner. The SPD will provide the detailed planning framework, outlining the principles for development with associated statements, which will set out the requirements to be sought. It will also outline infrastructure, facilities and services to meet the needs of the new development

- 7.1 The York Central site is allocated as a Special Policy Area, where radical change is expected to take place during the life of the Plan and beyond, this is likely to be in the longer term, through phased, comprehensive development. In balancing the benefits of growth with the its impact on the environment, transport network and the city's impact on climate change a holistic, integrated and innovative approach to sustainable living in an urban setting is being sought. This Special Policy Area will be supported by detailed planning guidance to guide implementation through the preparation of a Supplementary Planning Document. Figure 7.2 overleaf indicates the broad location of uses in the Special Policy Area, and indicative access arrangements.

Figure 7.2 York Central Concept Plan



Offices

7.2 Background study work identified a significant need for new city centre offices. For York Central this will take the form of mixed use urban quarters close to the railway station taking advantage of the excellent rail connections. At the rear of the station there are opportunities to create a new central business district of high quality Grade A floorspace, configured to meet modern office needs. This will be planned to accommodate new future enquiries for significant floorplates. Viability work has indicated that, as with all locations outside of the London, speculative office development at York Central is unlikely to be viable in the current market. To the south of the railway station there are opportunities for a diverse office quarter that could include leisure, focussing on the retention and reuse of existing railway architecture potentially attracting creative businesses. The urban quarters will be focused around high quality public realm which forms part of the green infrastructure framework and which complements the rest of the city centre. To help diversity these quarters, small ancillary uses such as retail and housing will also be considered.

Housing

7.3 The Council has also identified the site as providing an important opportunity to meet future housing needs within the city in a sustainable brownfield location. This should take the form of new vibrant mixed neighbourhoods, including open space and community facilities. Neighbourhoods to the west should be planned to a medium

density, and with reference to housing needs studies for mix and type. In the vicinity of the railway station residential uses will be part of the mixed use urban quarters, incorporating higher density housing and often accommodation over commercial lower floors.

Sustainable Housing

- 7.4 York Central offers a central, sustainable location for development which can complement the existing city centre. Due to the site's scale and location there is the potential to provide innovative highly sustainable development which can build on York's reputation as a high quality city with world class status. The area provides an excellent opportunity to provide an exemplar new sustainable community with mixed use development which minimises the need to travel and acts as a catalyst for sustainable living. Reflecting the opportunities for highly sustainable development York Central, alongside the Former British Sugar/Former Manor school housing allocation, is being promoted as an Urban Eco Settlement by the Leeds City Region.

National Railway Museum

- 7.5 The Special Policy Area Allocation includes the National Railway Museum (NRM) which is a nationally important cultural facility. A key aspiration of the Council and stakeholders is to improve the setting and upgrade the offer of the National Railway Museum allowing it to fulfil its potential as a high quality international standard visitor destination and raise its profile internationally. The NRM Masterplan site (as shown at Figure 7.2) offers a unique opportunity for both new and expanded cultural/tourist facilities in the city. The Council will promote the development opportunities presented by the site for new tourist and visitor facilities which would complement the existing offer in the city. Cultural uses which extend the hours of use into the evening will be promoted with a balance of activities and uses to encourage interaction and social inclusion. This will include bars, restaurants, galleries, hotels and cafes.

Phased Approach

- 7.6 The Council will prepare a Supplementary Planning Document (SPD) for the area, which will establish a co-ordinated development framework to ensure delivery of a sustainable development of outstanding quality in a complementary manner. The York Central development will be delivered in a phased approach within a comprehensive framework. York Central could see the delivery of around 450 homes over the plan period, to be accessed off the existing highway network. After this, new road infrastructure will be required. A first new bridge is anticipated to be required off Poppleton Road/Holgate Road over the railway lines to service the central business district. In the longer term, a second bridge is anticipated to be required off Water End to achieve the full redevelopment of York Central's developable area. Sustainable travel modes, taking full advantage of the opportunities associated with the development's location will need to be maximised in order to limit impacts on the wider road network, congestion and air quality. Opportunities will be explored around pedestrian and cycle linkages, Park & Ride, tram train and rail and bus service improvements, as well as the long term aspiration to provide a transport interchange at the station and links to High Speed 2 rail improvements and local

improvements to the Harrogate rail line. Tram-train or electrified heavy rail could offer an important public transport link between the site, the city and the wider region. Given the long term nature of this project, appropriately located land should be reserved as part of the development and incorporated into the wider phased approach to sustainable transport. The SPD will outline a package of infrastructure requirements.

Masterplanning

- 7.7 The development framework will outline broad land parcels which can be brought forward in a phased manner. A mix of land uses and the essential infrastructure required to deliver each parcel will be set out. Detailed masterplanning of land parcels will be undertaken by developers.

Alternatives

York Central

1. Rely on the National Planning Policy Framework to guide development within York Central
2. **Provide generic local criteria/site allocations to guide development, details to be deferred to lower tier of planning policy or planning application (this is our preferred approach)**
3. Provide detailed local criteria/site allocations to guide development in York Central

Question 7.1 This is our preferred approach to York Central do you think this is appropriate or should one of the alternatives or a different approach be taken?



This section looks at development that will provide jobs and money for the people of York and improve the overall attraction of York itself. It sets out where, in general, new offices and shops should be built.

**CREATE JOBS AND
GROW THE ECONOMY**

Section 8: Economy

National Planning Policy Framework

National Guidance says that:

- the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future (Paragraph 18);
- the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system (Paragraph 19);
- to help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century (Paragraph 20);
- investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing (Paragraph 21); and
- planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities (Paragraph 22).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- the need for economic growth is acknowledged widely, however there are alternative views on the scale of growth needed, with some feeling that we could be underplaying our role by seeking just city growth as opposed to sub regional growth, and others being concerned about the environmental capacity to accommodate development;
- the current economic climate should be reflected;
- there is support for large scale development providing a critical mass of growth, but also a need for incubator and grow-on spaces to support smaller employers.
- The importance of high quality developments in all sectors, including in manufacturing and distribution, was highlighted;
- there is a need to grow a diverse and therefore resilient economy with multi-sector growth at specific facilities;
- there are a wide range of potential growth sectors, including R&D activity such as bio-renewables and diagnostics, but also traditional manufacturing which was seen as returning to York with changes to the global economy. The care, creative industries and construction sectors were also highlighted, and some felt

- that the role of the tourism and hospitality sector was underplayed, as well as the rural economy and potential for diversification;
- there is support for growth in areas with good public and general transport links, though some felt that development of satellite sites could minimise environmental impacts;
 - flexibility and deliverability are key. The need for early deliverable schemes as part of a wider portfolio of sites was highlighted, alongside the need for flexibility to meet a full range of market and employment demand over the plan period, including expansion of existing employers;
 - there are low levels of occupation at Poppleton Business Park and Clifton Moor;
 - bio renewable and the digital sector are key strengths in the York economy;
 - York is recognised as a European centre of excellence in diagnostics;
 - manufacturing in China is becoming expensive, as such there may be opportunities for businesses to re-locate to York;
 - the bio-science and digital sectors will be important to the city's future economy.
 - It is predicted that the care sector will grow reflecting the ageing population;
 - there is not enough quality office space within the city centre, and at least a central business hub is needed;
 - digital companies have a preference for city centre locations, but again, there is not sufficient space of the quality, size and type required; and
 - there should be more suitable space for the growth of indigenous companies.

Key Evidence Base

- City of York Economic and Retail Growth and Visioning Study (2013)
- Economic Baseline Report (2013)
- Employment Land Review Stage 2 (2009)
- Employment Land Review Stage 1 (2007)

Local Context

York is renowned for its historic environment, with the city's wealth of historic attractions proving the cornerstone of the city's visitor economy. The city grew as a major centre for the wool industry, and during the 19th Century its growth was based around the city becoming a hub within the national rail network as well as the growth of manufacturing, as well as developing a base of confectionary manufacturing. In more recent times, the city's economy has moved towards being based on a service industry including both tourism as well as knowledge-based industries. The city has a number of key sector strengths. These include: the healthcare and bioscience sectors, rail, environmental and bio-renewable technologies, IT and digital companies, creative industries and financial and professional services.

The higher and further education institutions in the city consistently position the city at the top of the city league tables in proportion of high level skills, generating 20,000 higher education students and 8,000 further education students each year, and generating a turnover of about £320 million per annum. They play an important role both in terms of being major employers in their own right and providing a skilled

labour pool of graduates to serve the city's science, technology and professional services industries.

The city is now one of the highest skilled cities in the UK and is the country's third fastest growing in population terms according to the Centre for Cities publication *Cities Outlook (2012)*. It was also classed as the most resilient in the UK in research undertaken during 2011 by Ekosgen, and is one of the UK's most attractive places to live and visit. In summary:

- the city economy now supports 110,000 jobs;
- York contributes £4bn of value to the national economy;
- the city attracts 7 million visitors per year;
- York tends to rank highly in various competitiveness indices – for example 6th out of 64 UK Cities based on indicators in the Huggins UK competitiveness Index;
- in York 29% of people are employed by the public sector (above average);
- it has lower than average enterprise and productivity which is 86% of the national average; and
- economic growth forecasts are modest in the short term - 0.75% GVA per annum by 2015 – but with the significant potential for much higher growth in the medium term to 2020 and longer term to 2030 according to recent forecasts by Oxford Economics.

Within the *York Economic Strategy 2011-15 (2011)*, ambitious targets are established for York to become a top five UK city and a top ten mid-sized European city. The Strategy sets the following vision for York:

Our economic vision is for the City of York to become an international and enterprising city, and in time, the most competitive city of its size, not only in the UK but globally, leading to increased growth in the overall economy and jobs.

Oxford Economic Forecasting (OEF) produced a series of projections for York for the period 2012 to 2030 as part of the *City of York Economic and Retail Growth and Visioning Study (2013)*. Three scenarios are provided in order to provide an indication of the scale of change involved under different circumstances.

- **The baseline scenario** - this involves OEF's assessment of global and national changes in the global economy, applied to the York level;
- **Scenario 1** - this is a sensitivity test to the baseline based on a higher level of migration, accompanied by a faster UK recovery from the current economic downturn; and
- **Scenario 2** – this represents a 'policy-on' scenario based on faster growth in the following sectors for York: advanced manufacturing, science and research, financial and professional services, and tourism and leisure.

Table 8.1: Forecast Employment Growth in York 2012 to 2030

Forecast Employment Growth 2012 to 2030					
Scenario		York Number	York %	Yorkshire and Humber	UK %
Baseline	Employment	+14,471	+ 13.0	+ 7.5	+ 8.7
Scenario 1 – Faster UK recovery	Employment	+20,197	+ 18.2	+ 12.4	+ 13.9
Scenario 2 – Faster Growth in Key York Sectors	Employment	+16,169	+ 14.5	+ 10.4	+10.9

Source: Oxford Economic Forecasting

Scenario 2 reflects the Council's ambitions as set out in the York Economic Strategy. It is also felt to be the most realistic in terms of reflecting the national economy. This option has therefore been adopted as the preferred strategy for the lifetime of this Plan. Table 8.2 translates the projected employment growth into floorspace requirements for the plan period.

Table 8.2: Scenario 2 – Floorspace Requirements

Use Type	Description	Floorspace requirement (Sq. m)	Commitments	Target (Sq. m)
B1a	Office	44,626	-2,052	46,678
B1b, B1c, B2, B8	R&D, Light Industrial, Storage and Distribution	89,180	1,342	87,838
Total		133,806		134,515
A1	Retail	69,504	28,725	40,779
D1/C2	Health and Social Care/Residential Care Homes	67,285	7,141	60,144
D2	Leisure	27,007	-	27,007
C1	Hotel	4,500	23,000	-18,800
A2	Financial & Professional	22,035	-	22,035
A3-A5	Food & Drink	4,131	1,855	2,276
D1	Arts, Entertainment and Recreation	12,153	-	12,153
Total		206,615	60,721	164,394

Site Selection

As part of our desire to generate development opportunities within the City of York, we wrote to and emailed nearly 2,000 contacts from our Local Plan and Strategic Housing Land Availability Assessment (SHLAA) database asking people to submit sites, which they thought had potential for development over the Plan period.

The consultation ran for six weeks in Autumn 2012 and generated around 300 individual site submissions from a variety of landowners, agents, developers and members of the public. These sites were then assessed along with others we previously knew about from the 2008 call for sites, SHLAA and Employment Land Review, which were not resubmitted as well as outstanding planning permissions. In total, we considered 734 parcels of land.

As part of determining the most sustainable site allocations the sites were subject to a sustainable location assessment which is presented in the Sustainability Appraisal (SA) and the Call for Sites Technical Paper. This has enabled the site selection, SA process and evidence base to be iterative. The first stage was the consideration of environmental assets (including functional flood plain, historic character and setting, nature conservation and green infrastructure), open space retention and protection of greenfield land in areas of high flood risk. The next stage of the process was to assess the remaining sites in terms of their access to high quality (frequency) sustainable transport.

Preferred Approach

Policy EMP1: Strategic Employment Locations

- i. The Council will support development proposals in appropriate highly accessible locations, which attract commercial investment, maintain economic competitiveness and provide employment opportunities for the local community.
- ii. In order to encourage economic development and promote a competitive local economy, the Local Plan will make appropriate provision to allow the city to reach its economic growth aspirations as set out in Table 8.2.
- iii. The following employment locations are priority areas for development or redevelopment and infrastructure funding to support growth in key economic sectors:
 - York City Centre: the priority will be retail, office, tourism, hotel, recreation and leisure, and other commercial development which benefit from an accessible location.
 - York Central: the priority will be high quality office.
 - Monk Cross: the priority will be office.
 - Northminster Business Park: the priority will be Research and Development (R&D), light industrial, and storage and distribution.
 - York Business Park: the priority will be R&D, light industrial, storage and distribution.
 - Terrys: the priority will be office and hotel.
 - Clifton Moor: the priority will be the redevelopment of the existing office, light industrial, industrial and storage and distribution provision.
 - Naburn Designer Outlet: the priority will be leisure uses.

- iv. The economic role of York's higher and further education institutions are recognised both in terms of direct employment and through facilitating growth in the R&D (Science City Sector). This includes up to 25ha of land identified as a part of the planning consent for the University of York Heslington East Campus.

Policy EMP2: Provision of Employment Land

Provision for employment development during the period 2015–2030 will be made broadly as follows:

- i. Within the Strategic Employment Locations:

Office (B1a):

- **York Central ST5:** (80,000sq.m/3.33ha)
- **Monks Cross North ST18:** (100,000sq.m/12.74ha)
- **Terrys ST16:** (22,250sq.m/2.8ha)
- **York City Centre E1:** Hungate (12,000sq.m/1.51ha)
- **Monks Cross E2:** Land North of Monks Cross Drive (3,000sq.m/0.4ha)

The Land identified at York Central and Monk Cross will provide a sufficient supply and qualitative choice of B1a (Office) for the proposed duration of the Green Belt (2040).

Research & Development (R&D), light industrial, storage and distribution (B1b/B1c/B2/B8):

- **Northminster Business Park ST19:** (60,000sq.m/15ha)
- **York Business Park E12:** Land at York Business Park (3,300sq.m/0.8ha)
- **York Business Park E13:** End of Great North Way (10,150sq.m/2.5ha)
- **York Business Park E14:** Site to the south of York Business Park (820sq.m/0.2ha)

Retail (A1):

- **York City Centre ST20:** Castle Piccadilly (25,000sq.m net)

Leisure (D2):

- **Naburn Designer Outlet ST21:** (12,000sq.m) – where it can be demonstrated that there would not be a detrimental impact on the city centre's vitality and viability.

- ii. In other locations:

Office (B1a):

- **Ford Garage, Jockey Lane E3:**(13,300sq.m/1.67ha)

R&D, light industrial, storage and distribution (B1b/B1c/B2/B8):

- **Land at Layerthorpe and James Street E4:** Land at Layerthorpe (900sq.m/0.2ha)
- **Land at Layerthorpe and James Street E5:** Sites at James Street (900sq.m/0.2ha)
- **Common Lane, Dunnington E6:** (3,600sq.m/0.9ha)
- **Wheldrake Industrial Estate E7:** (2,050sq.m/0.5ha)
- **Wheldrake Industrial Estate E8:** (1,800sq.m/0.45ha)
- **Elvington Industrial Estate E9:** (3,980sq.m/1ha)
- **Chessingham Park, Dunnington E10:** (950sq.m/0.24ha)
- **Annamine Nurseries, Jockey Lane E11:** (4,150sq.m/1ha)

iii. The City Centre will remain the focus for main town centre uses¹ (unless identified above). Proposals for main town centre uses for non City Centre locations will only be considered acceptable where it can be demonstrated that they would not have a detrimental impact on the city centre's vitality and viability and the sustainable transport principles of the Plan can be met.

Policy EMP3: Economic Growth in the Health and Social Care Sectors

The provision for economic growth in the health and social care (C2/D1) sectors will be met as follows:

- any necessary expansion of York District Hospital on its existing site;
- new or expanded existing health centres and clinics to be provided in conjunction with Strategic Sites comprising an element of housing and the proposed Community Stadium at Monks Cross;
- new treatment / diagnostic centres to be provided on sites identified for B use classes subject to the adequate demonstration of need; and
- the provision for residential care homes (C2) on proposed housing allocations subject to the adequate demonstration of need.

Policy EMP4: Loss of Employment Land

In determining applications for non employment uses which involve the loss of land and/or buildings which are either identified, currently used or were last used for industrial, business, office or other employment uses, developers will be required to provide a statement to the satisfaction of the Council demonstrating that:

¹ **Main town centre uses as defined by the NPPF:** Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

- there is no need for the site to be retained for employment purposes either in qualitative or quantitative terms and it is therefore redundant;
- there is a clear need for the proposed land use(s) in this locality;
- there are no suitable alternative sites; within the locality, to meet the identified need of the proposed development; and
- the proposed redevelopment would not compromise the primary employment function of the locality or the operations of neighbouring users.

Policy EMP5: Business and Industrial Uses within Residential Areas

Proposals for new or to extend or change the use of existing business and industrial premises within residential areas will only be permitted where they will not significantly harm the amenity of the surrounding area.

Where appropriate, improvements will be sought which enable:

- (a) harmful uses within the site to be relocated or removed altogether;
- (b) the appearance of existing buildings to be improved;
- (c) boundary screening to be provided or improved; and
- (d) site layout and access to be altered.

Planning conditions or legal agreements will be used, where appropriate, to ensure that any improvements are implemented before the new development is brought into use.

- 8.1 With regard to commercial premises, the attraction and expansion of high growth and medium sized companies in key sectors will require a range of high quality business premises/locations capable of competing with other employment Centres. The Local Plan Policies EMP1, EMP2, and EMP3 above aim to do this to allow York's economic growth aspirations to be realised.
- 8.2 York City Centre is the economic, social and cultural heart of York. It is vital to the future economic success of the wider city. *The Economic Baseline (2013)* recognises that York's ability to attract and retain investment into the city and support business expansion is in part dependent on ensuring the availability and suitability of land and importantly, to maintain the balance between historic city, and new economy.
- 8.3 The Local Plan recognises this need and will support investment to deliver this requirement, together with facilitating new commercial development proposals at Castle Piccadilly, Hungate and a new urban quarter as part of the York Central Strategic Allocation to ensure a portfolio of opportunity sites capable of securing large employer requirements in a central, sustainable location.
- 8.4 Nationally, the higher and further education sectors have a pivotal role in ensuring the country's economic competitiveness. The University of York, York St. John University, the Hull York Medical School, the College of Law and Askham Bryan College or Agriculture and Horticulture together have made York a nationally and internationally renowned centre for higher and further education. This is

complemented by the further and higher education role of York College. They provide a wide range of employment opportunities across a number of occupations in addition to contributing to the development of the Science City knowledge based sector. The Local Plan will help support the continued success of the city's further and higher education institutions. This will comprise development and redevelopment at their current sites.

- 8.5 Outside the city centre the land needed for commercial and business uses will be met through development opportunities at existing employment locations as set out at Policy EMP1. This will include the delivery of development in the Monks Cross area, within the remaining development plots at York Business Park, new development plots at Northminster Business Park and additional land specifically for leisure based uses at the Naburn Designer Outlet. In addition, Clifton Moor is recognised as offering opportunities for redevelopment. Whilst not providing any significant net gain to the overall supply of employment land this should allow flexibility for this area to adapt to reflect the City's economic needs. Other smaller scale sites are also identified.
- 8.6 Permission was granted in May 2012 for the York Community Stadium at Monks Cross. The stadium will provide a new home for both of York's professional sports teams, York City Football Club and York City Knights RLFC. The new stadium will also provide facilities and opportunities for the wider community such as the existing swimming pool and gym. A new community hub building will include new facilities such as an Explore Learning Centre, the York St John Institute for Sport and Wellbeing, outpatient facilities for the York Teaching Hospital NHS Foundation Trust and a new Independent Living Assessment Centre.
- 8.7 Given the importance of maintaining a portfolio of employment sites, Policy EMP4 aims to ensure that land is not lost that is necessary for York's future economic success. The importance of maintaining a critical mass of employment uses to ensure effective public transport provision is also recognised. Policy EMP5 aims to ensure that where extensions to or new business and industrial premises are proposed in residential areas, the amenity of these residential areas is protected. Policy EMP5 should be applied in conjunction with Policy EP2 'Managing Environmental Nuisance'. For more information on the Plan's approach to environmental protection please see Section 21 'Environmental Protection'.

Policy Links

- Section 6 'York City Centre'
- Section 7 'York Central'
- Section 9 'Retail'
- Section 14 'Education, Skills and Training'
- Section 15 'Universities'
- Section 16 'Design and the Historic Environment'
- Section 20 'Climate Change'
- Section 23 'Transport'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Employment Growth

1. The baseline scenario - this involves Oxford Economic Forecasting's assessment of global and national changes in the economy, applied to the York level – 14,471 additional jobs
2. **Scenario 2 – this represents a 'policy-on' scenario based on faster growth in the following sectors for York: advanced manufacturing, science and research, financial and professional services, and tourism and leisure – 16,169 additional jobs (this is our preferred approach)**

Employment Sites

Alternative sites could be selected for the provision of employment land based on the sites that were submitted through the Call for Sites or alternative options put forward through this consultation process.

Economic Growth in the Health and Social Care Sectors

1. Rely on the National Planning Policy Framework (NPPF) to guide health and social care related employment growth
2. **Provide generic local criteria to guide economic growth in the health and social care sectors (this is our preferred approach)**
3. Provide detailed allocations for economic growth in health and social care sectors

Loss of Employment Land

1. Rely on NPPF to protect existing employment sites
2. Do not protect existing employment sites
3. **Provide local level criteria to protect existing employment sites (this is our preferred approach)**

Business and Industrial Uses within Residential Areas

1. Rely on NPPF to control business and industrial uses within residential areas.
2. **Provide local level criteria to control business and industrial uses within residential areas (this is our preferred approach)**

Question 8.1 This is our preferred approach to the Economy do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 9: Retail

National Planning Policy Framework

National Guidance says that:

- policies should positively promote competitive town centres, recognising that town centres are the heart of their communities;
- policies should support the vitality and viability of the centre, allocating a range of sites for main town centre uses to meet the scale and type of retail, ensuring that these requirements are met in full;
- Local Planning Authorities should define a network and hierarchy of centres that is resilient to anticipated future economic changes (paragraph 23);
- if sufficient in or edge of centre sites cannot be identified, policies for meeting the identified needs in other accessible locations that are well connected to the town centre should be referred to (paragraph 23);
- the role and functions of town centres and relationships between them, including any trends and the centres capacity to accommodate new town centre development should be defined (paragraph 161);
- Town Centre includes city centres, district centres and local centres, but excludes small parade of shops of purely neighbourhood significance (Annex 2); and
- Local authorities should seek to improve the quality of parking in town centres, ensuring that parking charges do not undermine the vitality of town centres (paragraph 40).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- there is disagreement as to whether we should pursue a policy of retail growth, with some supporting an increased market share for the city to enable it to compete effectively in the sub-region. Others objected to retail growth, rejecting the need to strengthen York's sub-regional shopping role and highlighting concerns about impacts on the city connected to its historic character and traffic constraints;
- York should focus on its unique character, protection of the diversity of shops, providing for local need (for example for a large department store) and qualitative aspects more than growth per se;
- the City Centre, and extensions to it, (including the Stonebow Area and Castle Piccadilly) should be the priority location for new retail development and its viability should not be undermined by out of centre proposals. Concern has been raised about the impact of the community stadium related retail development on the city centre and the retail objectives and policy approach in general;
- there is support for a sequential approach to retail development;
- there is concern about the delivery and viability of specific retail schemes, including Castle Piccadilly and York Central citing infrastructure costs, market conditions and land assembly issues, and what the strategy would be if they cannot be delivered. It has been argued that growth should be directed to out of centre retail locations including Monks Cross and Clifton Moor;

- there is support for more food stores in the city centre and the provision of local convenience shops in existing district and local shopping centres;
- we should identify more District Centres;
- there is a need to improve the quality of the streetscape of the City Centre; and
- improve the experience of walking around the City Centre, including to and from key car parking sites.

Key Evidence Base

- City of York Economic and Retail Growth and Visioning Study (2013)
- Retail Supporting Paper (2011)
- York Retail Study (2008)

Local Context

The City of York as a whole has an extensive and diverse array of retail facilities, comprising of stores within the City Centre, two district centres, shopping and retail warehouse parks, a factory outlet centre and a collection of smaller local and neighbourhood/village centres together with free-standing food and retail warehouse stores.

York is considered to be a Regional Centre and geographically sits centrally to a large rural catchment area. Leeds lies about 25 miles to the west and is the main commercial centre for Yorkshire. Middlesbrough is the main centre to the north, about 50 miles distant. Hull is some 40 miles to the south east and Sheffield is about 60 miles to the south. There are smaller towns in the catchment area such as Harrogate, Tadcaster, Selby and Thirsk.

Its geography results in York being a dominant centre for its immediate catchment area, given the distances involved in travelling to and from the other main centres. However as a major tourist and visitor destination, due to its heritage and cultural offer in particular, York draws spend from well beyond its primary catchment area.

As such York provides a 'multi-layered' retail offer, fulfilling the following roles:

- a day to day convenience shopping roles for the resident and worker population (i.e. the City and its hinterland population, long-stay visitors, students and in-commuters);
- a general comparison shopping role for the resident and worker population, primarily delivered through the national multiples in the City Centre and out of centre stores at Monks Cross and Clifton Moor;
- a specialist retail role which also has a wider regional draw, through the variety of specialist and independent shops on offer particularly in the City Centre, district centres and also at the York Designer Outlet; and
- the leisure-orientated role which has a regional, national and international draw, primarily to the City Centre, its cultural, heritage and leisure attractions and its food and drink offer with spin off retail expenditure from day visitors and short stay visitors.

York City Centre

The City Centre is an attractive and vibrant retail destination with considerable historic and architectural heritage, which benefits the tourism industry. Within the City Centre there is a good range of multiples, department stores and a strong representation of specialist and independent retailers.

The health of city centre retail has been resilient through the recent recession although its market share has remained static at around 21% of the catchment area for comparison goods whilst the market share of out of town centres such as Monks Cross and Clifton Moor has increased and there are concerns over signs of change within the Centre especially on more peripheral streets. A summary of the key findings from the recent Baseline Audit / Health Check undertaken as part of the *City of York Economic and Retail Growth and Visioning Study (2013)* are follows:

- the diversity of the City Centre is strong, with a good department store offer (albeit certain stores are constrained). The specialist and multiple retailer offers are strong, enhanced by recent newcomers into the market. There is still a deficiency of large footplate stores;
- the last major development within the centre was over 25 years ago (Coppergate Centre), recent changes are of a small scale through redevelopment of existing units or change of use;
- the market share of York City Centre for comparison goods has steadily decreased since 2004 from previous levels of circa 31% in the 2004 York Retail Study to circa 21% in 2010 whilst at the same time the market share of out of town destinations including Monks Cross and Clifton Moor has increased;
- there is still demand for space in the City Centre, many of the large stores which have been vacated (some through company failures) have been re-occupied and vacancy rates remain below the national average;
- the footfall with the City Centre has declined from 2011 to 2012;
- the City Centre is an attractive place to shop and visit however there are weaknesses in certain areas and some areas are poor perceived; and
- there are also higher vacancy rates in parts of the City Centre particularly on secondary streets such as Micklegate, Walmgate, Gillygate and Goodramgate.

The recent approval of floorspace at Monks Cross of circa 22,000 m² of floorspace across three units for John Lewis, Marks and Spencer's and Next, will significantly enhance the competition to the City Centre from existing out of centre locations. In addition, recently completed developments in other centres within the region such as Trinity in Leeds and other schemes in the pipeline as well as further pressure on in-centre sales from online and multi-channel retailing requires that support should be given to the City Centre in order to improve, grow and maintain its offer in order to attract visitors, residents, businesses and investment in the centre.

Out of Centre Retail

York has a number of out of centre retail destinations which perform a sub regional role and a number of supermarkets which are also in out of centre locations. Retail warehouse provision is generally located on the periphery of the city but within the outer ring road, particularly around the Clifton Moor and Monks Cross areas to the north of the city.

Clifton Moor at 377,000 sq ft (35,432 m²) is one of the largest retail parks in the country (Promis, 2011). It comprises three phases: the western part (phase 3) includes stores for Argos, Comet, Currys, JJB Sports, Maplin, Mothercare and ToysRUs. The central phase (phase 1) is dominated by the Tesco Extra food store with adjoining units including JYSK, Pets at Home, Wilkinsons and Wickes and smaller units for Boots, Costa Coffee and Co-Op Travel. The eastern phase (phase 2) includes a variety of fashion and general household stores such as Brantano, Home Bargains and Matalan along with more traditional retail warehouse operations such as Dunelm Mill and Harveys.

Monks Cross Shopping Park is circa 290,000 sq ft (26,942 m²) in size (Promis, 2011) and includes a variety of 'high street' fascias including BhS, Boots, Debenhams, H&M hennes, Marks and Spencer, Monsoon, Next, WHSmith and a number of Arcadia fascias. Food store provision includes a Marks and Spencer Simply Food within the main shopping park along with a free standing ASDA superstore, Sainsbury's superstore and an Aldi. There is also a TK Maxx, Argos Extra and a number of free standing retail warehouses such as The Range, Magnet and Rodgers.

To the east of the City Centre the Foss Islands area includes a variety of retail warehouse units including in a retail park terrace format stores for Homebase, Kitchenhaus, Home Sense and Pets at Home. There are also units for Staples, Topps Tiles and Go Outdoors in the Foss Islands/Layerthorpe area along with food stores including a Morrison's, Sainsbury's, Waitrose and ASDA.

The York Designer Outlet is to the south of the city and includes around 300,000 sq ft (27,871 m²) of comparison retail floorspace (Promis, 2011) in the form of a covered mall. It provides a modern, purpose built shopping experience with outlets for a range of national names as well as up-market fashion outlets including Armani, Paul Smith and Ralph Lauren.

York is estimated to have 1,084,000 sq ft (100,707 m²) of superstore and supermarket floorspace and large food store provision in York is generally concentrated in out of centre locations with the exception of the Morrison's store at Acomb District Centre. There are various food stores in the Foss Islands/Layerthorpe area as referenced above which can be considered to be out of centre in NPPF terms but they have some edge of centre characteristics given they are within reasonable proximity of the City Centre. All of the main food store operators are represented within the City. ASDA have a superstore at Monks Cross and have a smaller supermarket on Layerthorpe (formerly Netto). Sainsbury's have two large stores at Monks Cross and Foss Bank together with a number of Sainsburys Local stores across the York area. Tesco also have two large stores at Clifton Moor and Askham Bar together with a number of Express format stores in the City Centre and wider York area. Waitrose are represented at Foss Islands. Marks and Spencer have a Simply Food store at Monks Cross and a food hall within the City Centre Parliament Street store. Morrison's have two stores, at Foss Islands and Acomb District Centre. Aldi have stores at Monks Cross and Fulford Road and Lidl have a free standing store on Thanet Road in Acomb.

Out of centre floorspace now exceeds that contained within the City Centre and it is important to promote the City Centre and restrict developments in out of centre locations particularly given the City Centre's competitive disadvantages in terms of accessibility, parking costs, often constrained floorplates and higher operating costs. This will enhance the vitality and viability of the Centre and promote the City Centre for investment.

Preferred Approach

Policy R1: Retail Hierarchy

The vitality and viability of the City Centre, district and local centres will be maintained and enhanced. The existing network will form the focal point for uses, services, and facilities serving the surrounding population. The scale, character and role of the centres defines their position within the hierarchy the network of centres within the district is as follows:

- York City Centre;
- district centres – Acomb and Haxby;
- local centres (inc. village centres) – as identified on the proposals map (including existing centres and proposed new local centres as part of the Strategic Allocations)

In order to safeguard and enhance the established retail hierarchy any additional out of centre provision will be subject to the requirements set out in policy R4.

Main town centre uses will be directed to the City, district and local centres defined in this policy and in accordance with other Local Plan policies in relation to specific uses.

In addition to these main centres identified above we will seek to protect and enhance neighbourhood centres and parades of shops where they contribute to sustainable communities.

Policy R2: District Centres, Local Centres and Neighbourhood Parades

For development proposals within or on the edge of district centres (Acomb and Haxby), local centres (inc. village centres and the proposed new local centres as part of strategic allocations) and neighbourhood parades (as identified on the proposals map) the Local Planning Authority will have regard to enhancing the function, vitality and viability of the centres. Development will be considered acceptable in principle providing that it:

- consolidates, maintains or improves upon the function, vitality and viability of the centre in relation to its retail, cultural and community facilities;

- is of an appropriate scale and nature to the existing centre and the retail hierarchy, maintains or enhances the character and environmental quality of the centre;
- contributes positively to the range of services on offer; and
- does not have a significant detrimental impact upon local residents or the historic and natural environment.

Development proposals within, or outside of, the centres that would result in a detrimental impact on the continued or future function, vitality and viability of a centre will be resisted.

- 9.1 District centres, local centres and neighbourhood parades help to meet the day to day shopping needs of local residents and are sustainable places for growth. New development within these centres will be supported by the allocation of the centres and defining of existing areas of main town centre uses. Management of centres, their public spaces and buildings can contribute to providing accessible facilities as the population grows older.
- 9.2 A centre's status within the retail hierarchy will be determined by a number of factors, these include floorspace, number, size and type of shops, the provision of non-retail facilities, characteristics of the centre, catchment area and proximity to other centres.
- 9.3 National policy requires that the vitality and viability of existing centres is sustained and enhanced and that local authorities wherever possible plan for new development within them having regard to the role and needs of their catchments.
- 9.4 York has a number of large out of town developments and supermarkets which have the potential to impact upon the role and function of these centres. In addition, on-line shopping in recent years has become more popular and more convenient for customers, therefore it is important that the experience and quality of the shopping in district, local and neighbourhood centres is enhanced and maintained in order fulfil their role.
- 9.5 It is anticipated that local convenience and retail provision will be required to support the provision for local day to day shopping needs to support the development of new local centres within some of the strategic allocations including ST1: British Sugar/Manor School, ST5: York Central, ST7: Land to the East of Metcalfe Lane, ST14: Land North of Clifton Moor and ST15: Holme Hill New Settlement. Applications will be subject to detailed impact assessment.

Acomb

- 9.6 Acomb district centre comprises approximately 100 units and provides a wide variety of uses. The centre has a good convenience provision, including a Morrison's which offers a main food shopping destination within the centre. There is a good provision of both off and on street parking within Acomb. The centre provides for a wide catchment area outside the City Centre. Overall Acomb is a centre that has a good mix of uses with a good representation of shops and other local services however, the centre does not have a high representation of uses such as betting shops, hairdressers, opticians and charity shops which is reducing the critical mass of

comparison shopping in the centre. Acomb also has higher vacancy rates than Haxby district centre or York City Centre.

- 9.7 Opportunities to enhance the centre should be supported and its vitality and viability as a centre should continue to be monitored. Expansion of out of centre facilities will impact further upon the potential market share and function of the centre and should be carefully considered. The centre is surrounded by residential development and there is limited potential for large scale expansion of the centre but small scale opportunities to enhance the centre should be supported.

Haxby

- 9.8 Haxby District Centre comprises approximately 60 units, with a variety of uses including specialist shops. The centre lacks a large supermarket and the Retail Study (2008) illustrates that the centre does not provide a main food shopping destination due to the close proximity of large out of centre superstores at Monks Cross and Clifton Moor. Expansion of out of centre facilities will impact upon the potential market share and function of the centre. The centre is surrounded by residential development and there is limited potential for large scale expansion of the centre however, opportunities to enhance the centre should be supported.

Local Centres

- 9.9 There are also a number of large shopping parades within village centres and within the main urban area as identified on the proposals map. These centres provide an essential facility for many residents of the city providing local services in sustainable locations. These centres make a major contribution to the sustainability and cohesion of the communities and neighbourhoods. Opportunities to maintain and enhance existing local centres will be supported and the provision of additional local centres to enhance the sustainability of new communities and strategic allocations will be supported subject to detailed retail impact assessment during the planning applications.

Neighbourhood Centre and Parades

- 9.10 Within the district there are a number of neighbourhood centres and local parades of shops. These shops fulfil a vital need for many residents without access to a car or who are reluctant to travel to the larger centres. Neighbourhood centres can provide local services in sustainable locations, such as convenience, hairdressers and cafes and these cater for different communities. These centres make a major contribution to the sustainability and cohesion of the communities and neighbourhoods.

Policy R3: York City Centre Retail

The Local Plan will support and enhance the vitality and viability of the City Centre, with the Primary Shopping Area (PSA) as shown on the proposals map and allocated sites providing the primary focus for new retail floorspace. New floorspace and support for existing retailers will be achieved through:

- the allocation of Castle Piccadilly (ST20) will be promoted for main town centre uses to support and enhance the offer within the PSA;
- Additional retail provision on key edge of centre frontages in Hungate and the Stonebow Area will be supported;
- the reuse and development of existing units (subject to historic building and conservation constraints) to create additional floorspace and enable existing retailers to adapt to social and economic trends;
- ensuring the efficient use of land and buildings and support and provision of managed changes in the PSA to concentrate retailer uses towards prime areas within the PSA;
- support Newgate Market and occasional / festival markets in York;
- manage the provision of parking and public transport within the city to ensure that it supports the vitality of the centre;
- improving the quality and appearance of the City Centre, through the provision of improvements to public realm and City Centre management of areas within the City Centre;

Proposals for main town centre uses will be directed sequentially to the PSA and subsequently to the wider City Centre as a whole. Within the PSA A1 (retail) uses will be supported as the predominant use. A2/A3/A4/A5 uses will only be permitted provided that they contribute to the vitality and viability of the PSA. Ensuring that food, drink and entertainment uses as part of a vibrant evening economy do not have a detrimental impact upon the overall offer and upon resident amenity.

Proposals that would contribute to the evening economy will be permitted provided they contribute to the vitality and viability of the PSA and accord with this and other relevant policies in the Plan.

The provision of local scale retail will be supported at York Central in accordance with policy YC1 in order to support the wider City Centre and as part of a large strategic mixed use site. Proposals for main town centre uses on York Central will be subject to an impact and sequential assessment.

- 9.11 In accordance with the NPPF, the focus for major new retail development and investment will be the City Centre. The continued success of the City Centre is important to the continued economic success of York and the wider region.
- 9.12 The market share of the City Centre has been gradually declining since 2000 and further out of centre developments and developments in neighbouring regional centres are likely to have a further impact upon this market share and reduce the overall vitality and viability of the centre. The Policy seeks to support the City Centre retailing offer and enhance / maintain its market share and ensure that the City Centre remains its primary retail destination as part of its multi layered offer.
- 9.13 Given the historic, compact and constrained nature of the City Centre positive support is given to landlords and retailers who wish to adapt their units or redevelop areas within the City Centre, where the development does not have a significant impact upon the heritage or environment of the City Centre.

- 9.14 In addition to supporting retailers and traders within the centre the Council has undertaken a programme to address deficiencies in the public realm and highways through the Reinvigorate York programme.
- 9.15 The Retail Study (2008) and the Core Strategy *Retail Supporting Paper (2011)* identified the need for more food store provision in the City Centre and the *City of York Economic and Retail Growth and Visioning Study (2013)* identifies that the food and grocery sector is expected to continue to grow over the plan period. Much of the food and grocery offer in the City Centre caters for the occasional offer such as bakeries and others which cater for the tourism and visitor trade. Recently larger convenience stores have entered the City Centre including three Tesco stores and an enhanced Sainsbury's Local store and this increased provision has brought York more in line with other regional centres and the national average and will help to provide for the day to day shopping needs of residents, visitors and workers.
- 9.16 Based on the work undertaken as part of the City of York Economic and Retail Growth and Visioning Study(2013) there is a requirement identified for new floorspace in the City Centre in the medium term (to 2020) anticipated to be 15,000 m², rising to between 35,000 m² and 55,000 m² over the plan period (to 2030). A further detailed assessment of the retail capacity will be undertaken before the Local Plan is submitted for examination. It should be noted that projections of future floorspace capacity should not be treated as specific targets, but a broad guide to future capacity based on the best information available in what is a rapidly changing retail picture.
- 9.17 The amount of retail floorspace in out of centre destinations will not be expanded significantly (in accordance with Policy R4: Out of Centre Retailing) in order to maintain the role and market share of the City Centre. Any proposals for additional floorspace, or the introduction of different types of retail, will be subject to detailed sequential and impact assessments in accordance with the NPPF and the requirements of the retail hierarchy (Policy R1: Retail Hierarchy) and will primarily be focused on providing local convenience and local service provision for strategic development sites .

Developments

- 9.18 Castle Piccadilly represents the primary opportunity to provide a City Centre development (including further comparison floorspace) and it is anticipated that the site could accommodate up to 25,000 m² of net floorspace subject to detailed design work. Development of sites which occupy an edge of centre location for main town centre uses will be supported including the Hungate and Stonebow area.
- 9.19 Further redevelopment and efficient re-use of floorspace within the Centre will be encouraged. This will be managed in order to enhance the character and historic nature of the built and natural environment, through the location and design of buildings and associated spaces.
- 9.20 York Central as part of the wider regeneration of the Site (Policy YC1:York Central Special Policy Area) provides an opportunity to accommodate local scale retail floorspace as part of a vibrant mixed use community. In retail terms York Central is

out of centre but is sustainably located and the southern part of the site is well connected to the City Centre as a whole. The type and quantity of retail on the York Central site will be informed by the health and market share of the City Centre, impact (retail and traffic impact) and sequential considerations at the time of application and would be subject to a detailed retail assessment.

Markets

- 9.21 Newgate Market provides over 100 permanent pitches in the heart of York, the markets can provide a mechanism for new retailers to enter the market and offers additional diversity (both in convenience and comparison offering) to the existing retail provision within the City Centre. Permanent market provision within York is enhanced by monthly farmers markets and special occasion / festival markets. The markets in York provide a valuable contribution to the City and added diversity to the retail offering.

Policy R4: Out of Centre Retailing

The City contains several out of centre retailing destinations, some of which provide a wider role within the catchment. These are Monks Cross, the Designer Outlet and Clifton Moor as well as other free standing retail warehouses. The creation of further floorspace or changes to the type of retail at these locations will only be permitted if the proposal is small in nature (less than 200 m²) and will not impact upon the city centre vitality and viability

All retail (convenience and comparison) over 100 m² in out of centre locations will be required to be supported by an impact and sequential assessment.

- 9.22 York has a number of out of centre retail destinations which perform a sub-regional role. Expansion of the destinations should be resisted in order to support growth and investment into the City Centre in accordance with the NPPF.
- 9.23 Further expansion in out of centre facilities has the potential to undermine the viability, occupier interest and investment in the City Centre developments.
- 9.24 Monks Cross shopping park is located to the north of the City on the Outer Ring Road; the shopping park consists of a number of high street retailers, two large supermarkets, a number of retail warehouses, restaurants and cafes and a leisure centre and Stadium. Surrounding the shopping park is further retail warehouses, trade counters, car showrooms, business and offices, and industrial areas. In 2012 a further development involving the redevelopment of the Stadium and a large scale retail development were permitted to the south of the existing shopping park.
- 9.25 The development consists of circa 22,000 m² of retail floorspace which will provide a John Lewis store, flagship Marks and Spencer's and a Next along with additional restaurants and kiosks and will increase the provision and offer of the wider Monks Cross shopping park significantly. This expansion will have an adverse impact upon the trade and turnover of the City Centre and also absorb a substantial proportion of retail floorspace growth within the Plan period. Particular care will be taken in looking at any applications for further expansion of out of centre retail destinations to ensure

that the mix, type and size of units does not further undermine the City Centre or the provision of further retail floorspace within the City Centre.

- 9.26 Clifton Moor Retail Park is located to the north of the City on the Outer Ring Road; the park consists of a large supermarket, a number of retail warehouses, trade counters, restaurants, fast food outlets, multiplex cinema, and leisure club. Surrounding the park there are a number of office and industrial units.
- 9.27 The Designer Outlet, situated to the south of the City on the A64 / A19 interchange provides a covered shopping centre with over 100 units offering a range of discounted designer and high street stores.
- 9.28 These out of centre developments provide economic benefits to the wider City. However, their expansion has the potential to undermine the roles and functions of the City Centre, District and Local Centres and has the potential to have significant detrimental impact upon the vitality and viability of these centres.
- 9.29 Sui-generis and uses such as bulky goods (non-food), Car showrooms and Trade counters (associated with manufacturing or storage premises) may be appropriate in out of centre locations, but will still be subject to impact and sequential testing in line the above policy.
- 9.30 Additional retail floorspace growth as supported by population expenditure resulting from the Market Share of out of centre facilities should be focussed in accordance with the NPPF towards the City Centre and in accordance with policy R3 – York City Centre.

Policy Links

- Section 6 'York City Centre'
- Section 8 'Economy'
- Section 13 'Community Facilities'
- Section 16 'Design and the Historic Environment'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Retail Hierarchy

- 1. Retain existing retail centre hierarchy (City Centre, district and local centres) (this is our preferred approach)**
2. Review retail centre hierarchy to include Monks Cross and Clifton Moor (Please note that defined centres need to have a more than neighbourhood significance).

Retail Centres

Issue 1

1. Rely on National Planning Policy Framework (NPPF) policies to guide retail development

2. Provide local level policy to guide retail development in retail centres / out of town centres (this is our preferred approach)

Issue 2

1. Rely on NPPF policies to protect the vitality and viability of retail centres
- 2. Provide local level policy that protects retail centres' function, vitality and viability (this is our preferred approach)**

Issue 3

1. Provide local level policy that permits development of out of centre retail if the development would not undermine the existing, committed or planned investment into centres within the retail hierarchy, the development can not be accommodated (either in whole or disaggregated) to more sequentially preferable sites, a business case can be demonstrated for the provision of additional floorspace or the development would provide additional economic benefits to the City as a whole without undermining the role and function of the City Centre.
- 2. Provide local level policy that restricts development of out of town centre retail to small scale expansion (less than 200 sq m) (this is our preferred approach)**

Question 9.1 This is our preferred approach to Retail do you think this is appropriate or should one of the alternatives or a different approach be taken?



This section looks at where new houses should be built and what type and size they should be. It also looks at wider community issues and what type of development is needed to build strong communities.

BUILD STRONG COMMUNITIES

Section 10: Housing Growth and Distribution

National Planning Policy Framework

National Guidance says that:

- Local Planning Authorities (LPAs) should positively seek to meet the development needs of their area (Paragraph 14);
- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework as a whole; or specific policies in the Framework indicate development should be restricted (Paragraph 14);
- to boost significantly the supply of housing, LPAs should:
 - use their evidence base to ensure that the Local Plan meets the full, objectively assessed needs for market and affordable housing, including identifying sites which are critical to the delivery of the housing strategy over the plan period;
 - identify and update annually a supply of specific deliverable¹ sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, LPAs should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;
 - identify a supply of specific, developable² sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;
 - for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain a five year supply of housing land to meet their housing target; and
 - set out their own approach to housing density to reflect local circumstances (Paragraph 47);
- LPAs may make an allowance for windfalls sites in the five year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens (Paragraph 48);

¹ To be considered deliverable. Sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on this site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

² To be considered developable, sites should be in a suitable location for housing development and there should be a realistic prospect that the site is available and could be viably developed at the point envisaged.

- the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities. LPA's should consider whether such opportunities provide the best way of achieving sustainable communities and should consider whether it is appropriate to establish Green Belt around or adjoining any such new development (Paragraph 51);
- each LPA should ensure that the Local Plan is based on adequate, up to date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. They should also ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals (Paragraph 158);
- LPAs should have a clear understanding of housing needs in their area. They should prepare a Strategic Housing Market Assessment (SHMA) to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The SHMA should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:
 - meets household and population projections, taking account of migration and demographic changes;
 - addresses the need for all types of housing, including affordable housing and the needs of different groups in the community; and
 - caters for housing demand (paragraph 159);
- plans should be deliverable. Therefore the sites and the scale of development identified should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing landowner and willing developer to enable the development to be deliverable (Paragraph 173); and
- details of the four tests of soundness for plans are set out in paragraph 182. This now states that objectively assessed development requirements should include unmet requirements from neighbouring authorities where it is 'reasonable' (previously 'practical') to do so.

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- there were mixed views on the housing target level. Some considered that a higher housing target should be pursued to meet the real level of need, to ensure the Council are planning for economic recovery, to encourage delivery of housing and to avoid exacerbating social divisions. A number of respondents argued that a higher target would help provide flexibility and ensure the permanency of the Green Belt, as well as providing a robust future mix/affordability level for York;

- concerns were expressed that the Core Strategy approach was over-reliant on brownfield and committed sites which are unlikely to deliver; respondents expressed concerns about the delivery and viability of the York Central site suggesting that further work on capacity, timescales and infrastructure is needed. A clear view was expressed by developers that there needs to be radical action to stimulate house building and a review is needed into the approach taken to Section 106 contributions; and
- a number of reasons why the previous Core Strategy housing requirement should be lower, the majority of respondents suggested that previous consultation responses show that residents are opposed to high housing targets that involve taking land out of the Green Belt and that the strategy should reflect views of the people who live in the city.

Key Evidence Base

- Housing Requirements in York: Assessment of the Evidence on Housing Requirements in York (2013)
- City of York Local Plan Area Wide Viability Study (2013)
- City of York Economic and Retail Growth and Visioning Study (2013)
- North Yorkshire Strategic Housing Market Assessment (2011)
- Creating Homes, Building Communities: York Housing Strategy 2011-2015 (2011)

Local Context

Baseline Position on Housing Growth

Arup have reviewed the range of evidence on housing and population growth in York in their report *Housing Requirements in York: Assessment of the Evidence on Housing Requirements in York (2013)*. Based on their review they conclude that the baseline trend-based 'policy-off' position for York would be an average of around 850 dwellings per annum throughout the plan period to 2030. This figure is lower than the growth forecast in the 2008 based population and household projections for York but Arup believe these are overestimated and that more recent evidence would support a lower figure of housing growth.

Most recently the 2011 Census results indicate that the population of York has increased since the 2001 Census by 9.1% which is a lower level of growth than previously forecast. The publication of the 2010 based Sub National Population Projections (SNPP, released March 2012) forecast that the population of the City will increase from 197,000 in 2010 to 216,800 in 2026 which is a lower growth rate than previously forecast representing only 60% of the growth forecast in the 2008 based projections.

The difference between the 2008 based projections and the 2010 based projections reflects a number of issues, in its simplest sense the SNPP reflect the trends experienced in the five years previous to the baseline. This means that the 2010 based projections reflect both the years of stronger economic growth at the beginning of the five year period and then the recession and credit crunch towards the end of this period. In contrast the 2008 based projections largely reflect five

years of strong economic growth. In addition to this National Statistics have changed the methodology used to estimate the level of international migration which has significantly reduced the forecast for York. This is corroborated by the North Yorkshire Strategic Housing Market Assessment (SHMA) sensitivity test that reviewed local data sources and showed that levels of international migration had been previously overestimated.

This lower level of forecast growth is further corroborated by the Interim 2011 based SNPP, which are informed by the results of the 2011 Census, which forecast the same scale of population growth in York as the 2010 SNPP.

Based on the alignment between the 2010 based SNPP and the sensitivity test from the North Yorkshire SHMA and the other important factors that Arup consider in their review such as housing completions and affordability Arup recommend that it would be appropriate to use a baseline average annual household growth for York of 850 dwellings per annum.

In order to understand this baseline position on housing growth in greater detail Arup then considered a range of related issues which include:

- the scenarios put forward for employment growth in York and their implications for housing growth;
- the objective of reducing commuting into the York area;
- the provision of affordable housing and in particular meeting the backlog of affordable housing need; and
- the wider housing and employment market conditions.

Housing Growth Options

Through the consideration of these issues, which is set out in more detail in the Arup Report (pages 26-44) Arup have put forward a number of housing growth options for York as follows:

Option 1 – Baseline of 850 dwellings per annum

This is consistent with the overall level of population growth set out in the 2010 based SNPP and the North Yorkshire SHMA. This would not meet the need forecast in the 2008 based household projections but Arup anticipate that the 2010/11 new household projections which are soon to be released will be lower.

This figure would not be commensurate with the forecast economic growth and so would not provide the choice of housing for those with jobs in York to live in York and would increase in-commuting

This level of housing growth would not meet affordable housing need in line with the requirement from the North Yorkshire SHMA for 790 affordable dwellings per annum.

Option 2 – 1090 dwellings per annum

This option provides the scale of housing growth to support the employment growth forecast in the *City of York Economic and Retail Growth and Visioning Study (2013)* and would provide the choice for those who may take up new jobs to reside in York rather than commute into the district. This represents an integrated approach to

housing and employment growth to ensure there is a consistent and holistic policy stance in the Plan.

Arup conclude that based on achieving approximately 25% affordable housing (a mid point between the current brownfield and greenfield affordable housing targets) that this option would make a moderate boost to affordable housing supply across the plan period although it would not meet the 790 target for affordable dwellings per annum set in the North Yorkshire SHMA. It is important to note that in reality a lower level of affordable housing is likely to be achieved than that set in the target based on the actual greenfield/brownfield split, site size and profile of sites and due to site specific viability issues and the process of open book negotiation in line with the policy requirements.

Option 3 – 1500 dwellings per annum

Delivering 1500 dwellings per annum is not purely derived from future demographic need but is an assessment of what the overall housing growth figure would need to be in order to meet the newly arising affordable housing need over the plan period based on the existing affordable housing target. This option would provide a significant boost to help to meet the newly arising affordable housing need element of the SHMA target but would not meet the affordable housing backlog over the Plan period. This is however, based on achieving approximately 25% affordable housing (a mid point between the current brownfield and greenfield affordable housing targets) and in reality a lower level of affordable housing is likely to be achieved than that set in the target based on the actual greenfield/brownfield split, site size and profile of sites and due to site specific viability issues and the process of open book negotiation in line with the policy requirements.

Option 4 – 2060 dwellings per annum

Delivering 2060 dwellings per annum significantly exceeds any of the household projections for York published since 2003. This option would theoretically meet the affordable housing target of 790 affordable dwellings per annum over the plan period including both the backlog and the newly arising affordable housing need as set out in the North Yorkshire SHMA. This is however, based on achieving approximately 25% affordable housing (a mid point between the current brownfield and greenfield affordable housing targets) and in reality a lower level of affordable housing is likely to be achieved than that set in the target based on the actual greenfield/brownfield split, site size and profile of sites and due to site specific viability issues and the process of open book negotiation in line with the policy requirements.

Preferred Approach

Policy H1: The Scale of Housing Growth

In order to meet the needs and aspirations of present and future residents of the City of York and to support a thriving economy, the Local Plan will make provision for at least 21,936 dwellings in the period 1st October 2012 to 31st March 2030.

This will support the delivery of a minimum annual housing target of 1,090 dwellings per annum over the plan period to 2030 with an additional land supply buffer of 15%,

taking the annual housing target to 1250 per annum, to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.

Provision to meet this requirement will be made as follows:

Sites with planning permission or part complete (as at 01/10/12)	3,231
Strategic Housing Allocations (Sites over 5ha)	11,982
New Settlement	5,580*
Housing Allocations (Sites under 5ha)	2,057

** This new settlement will be built out over the lifetime of the Plan and not all the dwellings will be completed within the 15 year period to 2030.*

Within the supply identified above the Strategic Housing Allocations and New Settlement highlighted on the Key Diagram and the proposals map make the following contribution to the overall housing supply:

ST1 British Sugar/Manor School	998	Dwellings
ST2 Former Civil Service Sports Ground, Millfield Lane	308	Dwellings
ST3 The Grainstores, Water Lane	216	Dwellings
ST4 Land adj. Hull Road & Grimston Bar	211	Dwellings
ST5 York Central	438	Dwellings*
ST6 Land East of Grimston Bar	154	Dwellings
ST7 Land to East of Metcalfe Lane	1800	Dwellings
ST8 Land North of Monks Cross	1569	Dwellings
ST9 Land North of Haxby	747	Dwellings
ST10 Land at Moor Lane, Woodthorpe	511	Dwellings
ST11 Land at New Lane, Huntington	411	Dwellings
ST12 Land at Manor Heath Road, Copmanthorpe	354	Dwellings
ST13 Land at Moor Lane, Copmanthorpe	115	Dwellings
ST14 Land to the North of Clifton Moor	4,020	Dwellings
ST15 Holme Hill New Settlement	5,580	Dwellings**
ST17 Nestle South	130	Dwellings
(re-designation of commercial element (excl. Ancillary retail) of outline scheme to residential)		

** Only part of the site at York Central has been included within the 15 year housing supply based on the elements of the site which can be delivered utilising existing infrastructure to access the site. A further 645 dwellings are anticipated to be provided on the site but given the uncertainty about delivery at this stage these later phases have not been included in the 15 year supply. Should the delivery of the site become more certain over the Plan period then this will further add to the housing supply in the City.*

*** This new settlement will be built out over the lifetime of the Plan and not all the dwellings will be completed within the 15 year period to 2030.*

- 10.1 To deliver a wide choice of high quality affordable homes, increase opportunities for home ownership, support job growth, minimise commuting and promote sustainable inclusive and mixed communities the Plan needs to provide sufficient housing to accommodate future need. In order to adopt an integrated approach to housing and employment growth and to ensure that there is a holistic and consistent policy stance in the Plan the housing requirement has been calculated at 21,936 new homes. The

Plan seeks to accommodate this number of new households by providing for a range of new homes of a mix of size, type and tenure across the main urban area of York and its villages in relation to their size, role and function.

- 10.2 Recent evidence of available housing sites with a willing landowner/developer submitted through the Call for Sites undertaken by the Council in Autumn 2012 indicate that this figure is deliverable although this will require a step change in delivery rates compared to the historic rates of housing delivery of the past 10 years. This is important when considered in light of paragraph 154 of the NPPF that states “Local Plans should be aspirational but realistic.”
- 10.3 Since the start of the economic downturn it is clear that housing completions in York have significantly decreased and were at their lowest recorded level of 321 net additional dwellings in 2011/12 with the average level of completions for the last five monitoring years (2007/08 to 2011/12) being 463 additional dwellings and for the last ten monitoring years (2002/3 to 2011/12) 653 additional dwellings per year. It is clear therefore that delivering a target of a minimum of 1090 additional dwellings per year in the short term will be challenging particularly when viewed in light of the overall conditions in the residential market nationally.
- 10.4 In order to increase the delivery of housing, given the conditions in the residential property market, it is important to consider the type of sites allocated for housing development including the consideration of sites that are not constrained and which would be attractive to the market. It is considered that the delivery of a less constrained land supply will help to increase the level of completions in the area.
- 10.5 A stepped/phased housing target has been considered in light of the historic delivery rates however this would not provide the level of housing completions required to provide the choice to employees accessing the additional jobs in York, which the Council is seeking to provide through its ambitious economic targets, to live in York which would further exacerbate levels of in-commuting and local housing pressure.
- 10.6 It is acknowledged that a minimum target of 1090 dwellings per annum will be an ambitious target, particularly in the early years of the plan, based on historic delivery rates but the Council considers that if sufficient viable land is identified to achieve the target this will send a good signal to the market and a choice of sites to bring forward in the first five years. This in turn could stimulate the market and deliver completions in the earlier years of the Plan.

Policy H2: Existing Housing Commitments

Housing development will be approved on sites where an existing planning permission lapses during the Plan period providing that the proposal meets the requirements of the relevant policies in this Plan and that there has been no material change in circumstances that precludes development and the landowner/developer indicates that development is expected to take place within the permission timescales. Existing housing commitments include the following strategic sites (over 5ha):

- Germany Beck (ST22)

- Derwenthorpe (ST23)
- York College (ST24)
- Terry's (ST16)
- Nestle South (ST17)

10.7 The supply of housing sites includes sites which are either under construction or have unimplemented planning permissions. These have been taken into account when developing the housing distribution and the selection of sites to allocate for housing development. As at 1st October 2012 net remaining planning permissions either unimplemented or part complete amounted to 3,231 additional homes.

10.8 Planning permission will be renewed for housing on these sites providing that the proposal accords with the relevant policies in this Plan and there have been no material changes to justify refusal of permission. Where permission for housing development is renewed the new schemes may need to be changed in order to reflect the requirements of the policies in this Plan.

Policy H3: Housing Allocations

In order to meet the housing requirement set out in policy H1 the following sites, as shown on the proposals map, have been allocated for residential development:

Table 10.1: Housing Allocations

Location	Local Plan Allocation Reference	Site Name	Site size (ha)	Estimated Yield (no. Dwellings)	Estimated Phasing
York Main	ST1	British Sugar / Manor School	35.65	998	Lifetime of the Plan (Years 1 – 15)
	ST2	Former Civil Service Sports Ground, Millfield Lane	11.0	308	Short to medium term (Years 1-10)
	ST3	The Grainstores, Water Lane	7.73	216	Short (Years 1-5)
	ST4	Land adj. Hull Road & Grimston Bar	7.54	211	Short to medium term (Years 1-10)
	ST5	York Central	7.30	438	Medium to Long Term (Years 6-15)
	ST6	Land East of Grimston Bar	5.5	154	Short to Medium Term (Years 1-10)
	ST17	Redesignation of commercial land (excl. Ancillary retail) at Nestle South to residential	N/A	130	Short to Medium Term (Years 1-10)
	H1	Former gas works, 24	3.33	240	Medium Term

City of York Local Plan - Preferred Options (April 2013)

Urban Area		Heworth Green			(Years 6-10)
	H2	Sites by racecourse, Tadcaster Road	2.88	115	Medium Term (Years 6-10)
	H3	Burnholme School (existing building footprint)	2.7	108	Short to Medium Term (Years 1-10)
	H4	St Josephs Monastery	2.62	141	Short Term (Years 1-5)
	H5	Lowfield School (existing building footprint)	2.24	72	Short Term (years 1-5)
	H6	Land RO Wilberforce Home, Tadcaster Rd	2.04	65	Short to Medium Term (Years 1-10)
	H7	Bootham Crescent	1.72	69	Short to Medium Term (Years 1-10)
	H8	Askham Bar Park and Ride	1.57	50	Short Term (Years 1-5)
	H9	Land off Askham Lane	1.3	42	Short to Medium Term (Years 1-10)
	H10	Barbican Centre (remaining land)	0.78	56	Short to Medium Term (Years 1-10)
	H11	Land at Frederick House, Fulford Road	0.78	33	Short to Medium Term (Years 1-10)
	H12	Land RO Stockton Lane/ Greenfield Park Drive	0.77	33	Short Term (Years 1-5)
	H13	Our Lady's Primary School (existing building footprint)	0.68	29	Short Term (Years 1-5)
	H14	32 Lawrence Street	0.55	42	Short Term (Years 1-5)
	H15	Beckfield Lane Depot	0.49	18	Short Term (Years 1-5)
	H16	Sessions, Huntington Road	0.47	17	Short Term (Years 1-5)
	H17	Burnholme WMC	0.43	19	Short Term (Years 1-5)
	H18	Land off Woodland Chase, Clifton Moor	0.4	14	Short Term (Years 1-5)
	H19	Land at Mill Mount	0.36	16	Short to Medium Term (Years 1-10)
	H20	Oakhaven EPH	0.33	15	Short to Medium Term (Years 1-10)
	H21	Woolnough House EPH	0.29	11	Short to Medium Term (Years 1-10)
	H22	Heworth Lighthouse	0.29	13	Short to

City of York Local Plan - Preferred Options (April 2013)

					Medium Term (Years 1-10)
	H23	Grove House EPH	0.25	11	Short to Medium Term (Years 1-10)
	H24	Former Bristow's Garage, Fulford Road	0.22	10	Short Term (Years 1-5)
	H25	Heworth Green North (remaining land)	0.22	20	Short to Medium Term (Years 1-10)
Total (York Main Urban Area)			102.42	3714	N/A
Location	Local Plan Allocation Reference	Site Name	Site size (ha)	Estimated Yield (no. Dwellings)	Estimated Phasing
Extension to urban area	ST7	Land to East of Metcalfe Lane	60	1800	Lifetime of the Plan
	ST8	Land North of Monks Cross	52.3	1569	Lifetime of the Plan
	ST10	Land at Moor Lane, Woodthorpe	17.02	511	Lifetime of the Plan
	ST11	Land at New Lane, Huntington	13.7	411	Lifetime of the Plan
	ST14	Land to North of Clifton Moor	134	4020	Lifetime of the Plan
Total (Extension to urban area)			277.02	8311	N/A
Location	Local Plan Allocation Reference	Site Name	Site size (ha)	Estimated Yield (no. Dwellings)	Phasing
Village/rural (incl. Village expansion)	ST9	Land North of Haxby	24.89	747	Lifetime of the Plan
	ST12	Land at Manor Heath Road, Copmanthorpe	14.75	354	Short to Medium Term (Years 1-10)
	ST13	Land at Moor Lane, Copmanthorpe	5.50	115	Short to Medium Term (Years 1-10)
	H26	Land at Dauby Lane, Elvington	4.05	97	Short to Medium Term (Years 1-10)
	H27	Land at the Brecks, Strensall	3.90	82	Short to Medium Term (Years 1-10)
	H28	Land to the North of North Lane, Wheldrake	3.15	75	Short to Medium Term (Years 1-10)
	H29	Land at Moor Lane, Copmanthorpe	2.65	64	Short to Medium Term (Years 1-10)
	H30	Land to the South of Strensall Village	2.53	61	Short to Medium Term (Years 1-10)
	H31	Eastfield Lane, Dunnington	2.51	60	Short to Medium Term (Years 1-10)

City of York Local Plan - Preferred Options (April 2013)

	H32	The Tannery, Strensall	2.22	53	Short Term (Years 1-5)
	H33	Water Tower Land, Dunnington	1.80	43	Short to Medium Term (Years 1-10)
	H34	Land North of Church Lane, Skelton	1.74	42	Short to Medium Term (Years 1-10)
	H35	Land at Intake Lane, Dunnington	1.59	38	Short to Medium Term (Years 1-10)
	H36	Land at Blairgowerie House, Upper Poppleton	1.50	36	Short to Medium Term (Years 1-10)
	H37	Land at Greystone Court, Haxby	1.40	34	Short Term (Years 1-5)
	H38	Land RO Rufforth Primary School, Rufforth	0.99	24	Short to Medium Term (Years 1-10)
	H39	North of Church Lane, Elvington	0.92	25	Short to Medium Term (Years 1-10)
	H40	West Fields, Copmanthorpe	0.82	22	Long Term (Years 11-15)
	H41	Land adj. 26 & 38 Church Lane, Bishopthorpe	0.55	15	Short to Medium Term (Years 1-10)
	H42	Builder Yard, Church Lane, Bishopthorpe	0.33	9	Short to Medium Term (Years 1-10)
	H43	Manor Farm Yard, Copmanthorpe	0.25	7	Medium to Long Term (Years 6-15)
	H44	R/O Surgery & 2a/2b Petercroft Lane, Dunnington	0.23	6	Medium to Long Term (Years 6-15)
	H45	Land adj. 131 Long Ridge Lane, Nether Poppleton	0.20	5	Medium to Long Term (Years 6-15)
Total			78.48	2014	N/A
Location	Local Plan Allocation Reference	Site Name	Site size (ha)	Estimated Yield	Phasing
	ST15	Holme Hill New Settlement	186	5580 (this includes the 900 that will be post 2030)	Lifetime of the Plan (with remainder to be built out post 2030)
Total (New Settlements)			186	5580	N/A

Planning applications for housing submitted on these housing allocations, and in accordance with the phasing indicated, will be approved if the proposed scheme is in

accordance with other relevant policies in this Plan. An application for an allocation in advance of its phasing will only be approved if:

- the allocation's early release does not prejudice the delivery of other allocated sites phased in an earlier time period;
- the release of the site is required now to maintain a five year supply of deliverable sites; and
- the infrastructure requirements of the development can be satisfactorily addressed.

- 10.9 The sites allocated for housing in this policy will provide a range and choice of sites capable of meeting future requirements and in line with the Spatial Strategy for the City of York detailed in Section 5. By allocating a site the Council is establishing the principle of development of that site for housing. Site allocations are important because they help local residents understand what may happen in their area over the Plan period and they give guidance to landowners and developers. They also help the Council and statutory consultees such as infrastructure providers to be able to look at the cumulative impact of development and enable us to plan for future needs such as transport infrastructure, school places, local services and utilities. If a site is not allocated, it may still be suitable for development, subject to all other relevant policies in the Plan.
- 10.10 Local planning authorities are expected to demonstrate that they have a rolling five year supply of deliverable sites, measured against the housing requirement set out in Policy H1, with an additional 5% or 20% buffer (for five years) depending on past delivery to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land. Developable sites or broad locations should be identified for years 6-10 and where possible for years 11-15. To fulfil these requirements and to provide additional certainty we have chosen to allocate land for the full plan period to 2030 to meet the minimum housing target as set out in policy H1 of 1090 additional dwellings per year to 2030 with an additional supply of sites to provide a buffer of 15% over the full plan period. This buffer effectively means that we are allocating enough sites to provide the land for 1250 additional dwellings per year and will also allow us to have a rolling five year supply of deliverable sites with an additional 20% buffer to provide a realistic prospect of achieving the planned supply.
- 10.11 The number of sites to be allocated has been calculated by subtracting the existing housing commitments with planning permission or under construction from the overall requirement set out in policy H1.

Site Selection

- 10.12 As part of our desire to generate development opportunities within the City of York, we wrote to and emailed nearly 2000 contacts from our Local Plan and Strategic Housing Land Availability Assessment (SHLAA) database asking people to submit sites, which they thought had potential for development over the Plan period.
- 10.13 The consultation ran for 6 weeks in Autumn 2012 and generated around 300 individual site submissions from a variety of landowners, agents, developers and

members of the public. These sites were then assessed along with others we previously knew about from the 2008 call for sites, *Strategic Housing Land Availability Assessment (2011) (SHLAA)* and *Employment Land Review*, which were not resubmitted as well as outstanding planning permissions. In total, we considered 734 parcels of land.

- 10.14 As part of determining the most sustainable site allocations the sites were subject to a sustainable location assessment which is presented in the Sustainability Appraisal (SA) and the Site Selection Technical Paper. This has enabled the site selection, SA process and evidence base to be iterative. The first stage was the consideration of environmental assets (including functional flood plain, historic character and setting, nature conservation and green infrastructure), open space retention and protection of greenfield land in areas of high flood risk. The next stage of the process was to assess the remaining sites in terms of their access to local facilities and services and their access to sustainable transport.

Estimated Yield

- 10.15 An estimate of the number of dwellings to be delivered on each site was determined by first applying a relevant net to gross ratio depending on the sites location to determine a net developable area. This ranges from 90% of a sites area for a site of 0.2ha to 0.5ha in the City Centre to 60% of a large site such as an urban extension or new settlement. These net to gross ratios have been determined as part of the *City of York Local Plan Area Wide Viability Study (LPVS) (2013)*.
- 10.16 An indicative average density has then been applied to the developable area to determine the yield. The densities have been broken down by reference to the nature of development likely to take place in different parts of the city and have been based on the densities used in the LPVS and Policy H4 of this Plan.

Phasing and Delivery

- 10.17 Each allocated site has been assessed for its likelihood of being delivered to ensure that we are satisfied that each site is likely to come forward for development during the plan period, although ultimately this can be dependent upon external factors such as finance availability for house builders, mortgage availability for purchasers and the aspirations of landowners. We have at this stage placed each allocated site within a timescale of short (1-5 years), medium (6-10 years), long term (11-15 years) or life time of the plan (0-15 years). The timescale of each site is an indication of when we think the site is likely to come forward and reflects the timescale put forward by the landowner or developer as part of the Call for Sites, the requirement to develop the most sustainable sites within a settlement first and viability.
- 10.18 The phasing of sites is important for the successful delivery of the Plan's priorities and sites should only come forward in different phases if they would not prejudice the delivery of other allocated sites.
- 10.19 For this Preferred Options stage an area-wide Local Plan Viability Assessment has been undertaken by Peter Brett Associates. The objective of the *City of York Local Plan Area Wide Viability Study (2013)* has been to assess the viability of

development across each of the key property market sectors in order to demonstrate at a basic level whether the amount and distribution of development in this Plan can be viably delivered. This report and the work more broadly is part of an on-going iterative process, and the modelling may well be revisited as and when policy requirements and market conditions change through the process towards adoption of the Local Plan. To understand in more detail the deliverability and viability of each site we will be undertaking more site specific viability work, working with the landowners and developers before the housing allocations are finalised and included in the Submission Draft of the Plan.

Policy H4: Density of Residential Development

Housing development should make efficient use of land and conserve resources, particularly in and around the City Centre and other sustainable locations where there is good access to frequent public transport services and local facilities.

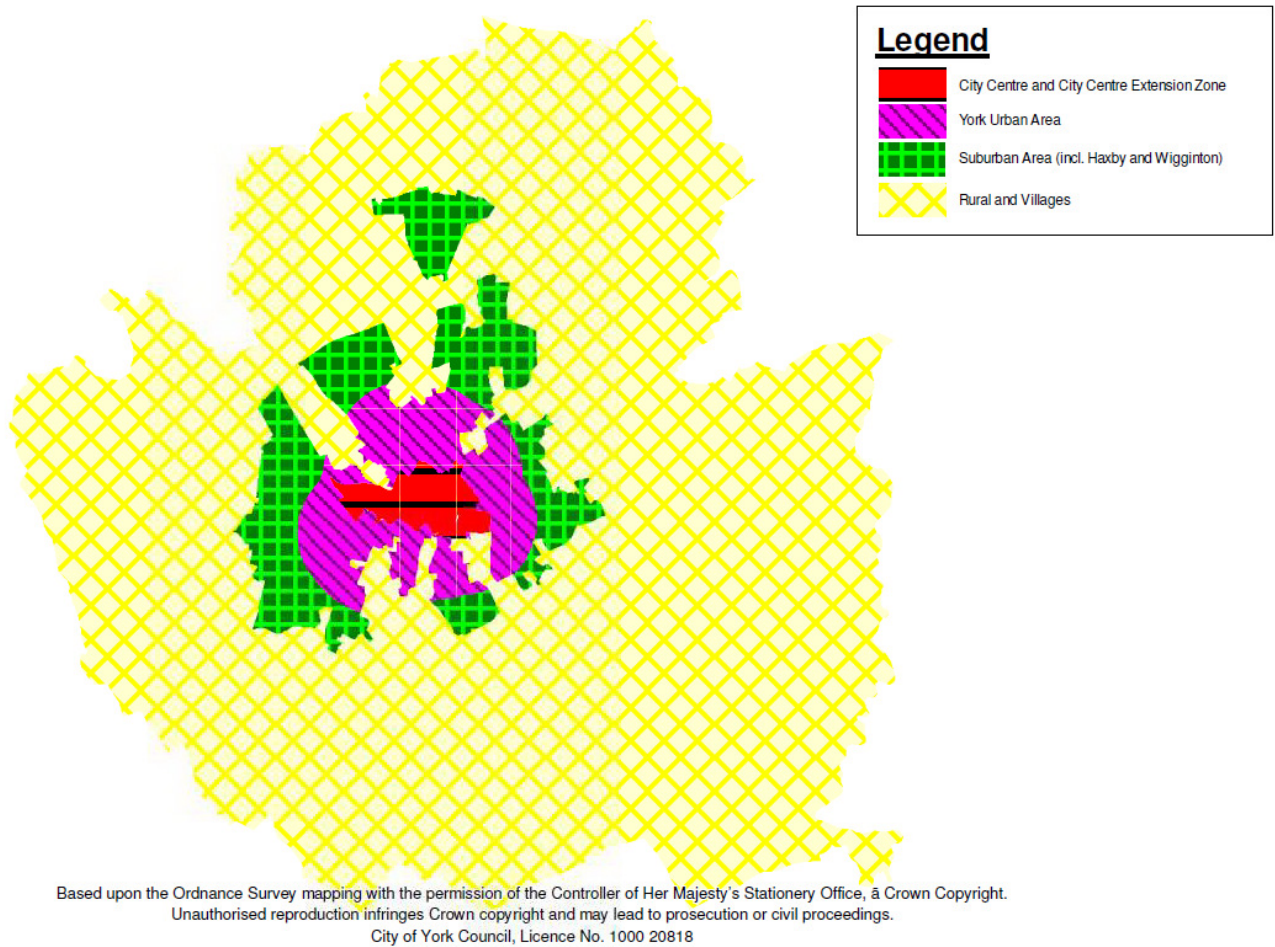
The density of new development should be informed by the character of the local area and contribute to:

- the design objectives and policy requirements set out in section 15 (Design and the Historic Environment);
- improving the mix of house types in accordance with Policy ACHM2 (Housing Mix);
- providing adequate levels of public open space as set out in Policy GI14 and GI15 (Green Infrastructure); and
- retaining as far as possible existing site features, including mature trees, hedgerows and amenity areas.

Subject to the above, densities (dwellings per hectare) will vary according to the location of the development with the following a guide to the average density levels by location (see Fig 10.1 overleaf):

City Centre and City Centre Extension Zone:	80-100 dwellings per hectare
York urban area:	50 dwellings per hectare
Major Expansion Areas and New Settlements:	50 Dwellings per hectare
Suburban area (incl. Haxby & Wigginton):	40 dwellings per hectare
Rural and Villages:	30 dwellings per hectare

Figure 10.1: Density Zones



10.20 The primary purpose of a density policy should be to make efficient use of land. This is an important aspect of housing delivery as the density of housing has implications for sustainability in terms of minimising the land take for development. Where there is good access to facilities by walking and public transport, higher density housing can help to support local businesses, services and infrastructure. However higher density housing that is poorly designed or poorly located can also have an adverse impact on a locality and sustainability. Therefore, housing densities must be applied flexibly in order to support other Plan objectives.

Policy Links

- Section 7 'York Central'
- Section 11 'Aiding Choice in the Housing Market'
- Section 12 'Affordable Housing'
- Section 13 'Community Facilities'
- Section 16 'Design and the Historic Environment'
- Section 23 'Transport'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Housing growth

Based on the *Housing Requirements in York: Assessment of the Evidence on Housing Requirements in York (2013)* one of the other 3 options relating to York's housing target could be selected as an alternative to the preferred approach. These options are:

1. 850 dwellings per annum
- 2. 1090 dwellings per annum (this is our preferred approach)**
3. 1500 dwellings per annum
4. 2060 dwellings per annum

Housing supply buffer

1. Housing target to incorporate 5% buffer
2. Housing target to incorporate 10% buffer
- 3. Housing target to incorporate 15% buffer (this is our preferred approach)**
4. Housing target to incorporate 20% buffer

Phasing and delivery

1. rely on the National Planning Policy Framework policy to guide housing related development
- 2. provide local level policy to guide phasing of development, market led approach to be adopted (this is our preferred approach)**
3. provide local level policy to guide phasing of development, hierarchy of development sites to be adopted (enabling least sustainable sites to be released later if required during review process)
4. provide local level policy to guide phasing of development, development only once Strategic Site Supplementary Planning Document (SPD) adopted (enabling least sustainable sites to be released later if required during review process)

Housing Density Approach

1. Housing Density target does not vary by location
- 2. Housing Density target varies by location (e.g. city centre, urban, suburban) (this is our preferred approach)**

Housing Density Levels by location (dwellings per hectare = dph):

City Centre/City Centre Extension Zone

1. Housing density of <80-100 dph for city centre/city centre extension zone
2. Housing density of >80-100 dph for city centre/city centre extension zone
- 3. Housing density of 80-100 dph for city centre/city centre extension zone (this is our preferred approach)**

York Urban Area

1. Housing density of <50 dph for York urban area
2. Housing density of >50dph for York urban area

3. Housing density of 50 dph for York urban area (this is our preferred approach)

Extensions to York Urban Area and New Settlement

1. Housing density of <50 dph for extensions of the York urban area and new settlement
2. Housing density of >50 dph for extensions of the York urban area and new settlement
- 3. Housing density of 50 dph for extensions to the York urban area and new settlement (this is our preferred approach)**

Suburban Area

1. Housing density of <40 dph for suburban area
2. Housing density of >40 dph for suburban area
- 3. Housing density of 40 dph for suburban area (this is our preferred approach)**

Village/Rural Area

1. Housing density of <30 dph for Village/Rural areas
2. Housing density of >30 dph for Village/Rural areas
- 3. Housing density of 30dph for Village/Rural areas (this is our preferred approach)**

Question 10.1 This is our preferred approach to housing growth and distribution do you think this is appropriate or should one of the alternatives or a different approach be taken?

Question 10.2 Do you know of any further sites that would be suitable for housing development?

Section 11: Aiding Choice in the Housing Market

National Planning Policy Framework

National Guidance says that:

- Local Planning Authorities should plan to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (Paragraph 50); and
- provision should be made for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes) (Paragraph 50).

Planning Policy for Traveller Sites

National Guidance says that:

- Local Authorities should ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community (Paragraph 2);
- Local Planning Authorities should, in producing their Local Plan:
 - identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of sites against their locally set targets; and
 - identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years 11-15(Paragraph 9); and
- Local Planning Authorities should ensure collaborative working to develop fair and effective strategies to meet need through the identification of land for private and local authority managed sites from which Travellers can access education, health, welfare and employment infrastructure and aim to reduce the number of unauthorised developments and encampments, paying due regard to the protection of local amenity and local environment. (Paragraph 4).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- the needs of various groups in the city cannot be met with a 'one size fits all' approach and that different groups (including older people, students, families with children) need housing that helps accommodate their specific needs and lifestyles;
- in general, there was support to promote net development densities which reflect their location and setting, although some queried the deliverability of housing at 75dph, and the market demand for 'higher density' suburban housing (40pdph);
- Houses in Multiple Occupation (HMOs) and in particular student housing is a key issue. Some felt that students are depriving housing for others, particularly families;
- a community can become imbalanced, impacting on community cohesion, if there is too high a concentration of HMOs in a neighbourhood or a street and a limit needs to be applied – various limits were proposed;

- the intensive use of properties for HMOs can lead to a reduction in residential amenity. To avoid this it was suggested that sites be allocated for student housing, others felt that on-campus accommodation should be prioritised.
- previous targets for Gypsy and Traveller Accommodation should be queried, with alternative, significantly higher figures, quoted from the Yorkshire and Humber Regional Assembly's review of Gypsy and Traveller Accommodation Assessments; and
- the Council needs to urgently provide more allocated gypsy and Traveller sites and reduce the number of unauthorised encampments.

Key Evidence Base

- Gypsy, Travellers and Showpeople Accommodation Needs Supporting Paper (2013)
- Draft Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document (2012)
- Strategic Housing Land Availability Assessment: Final Report (2011)
- Houses in Multiple Occupation Technical Paper (2011)
- North Yorkshire Accommodation Requirements of Showmen (2009)
- Inequalities Experienced by Gypsy and Traveller Communities (2009)
- North Yorkshire Gypsy and Traveller Accommodation Assessment (2008)

Local Context

Many homes are built with one sole use in mind, whether that be a family home, a starter home or a retirement home. York's older properties typically have one role, making them difficult to adapt to the changing structure of a household through the property's lifetime. This can result in people living in inappropriate properties which are unsuitable for their needs. To tackle empty properties and ensure that all homes can be used by any resident, regardless of their age, family structure or ability it is important that new homes are designed with flexibility in mind and are within neighbourhoods that are capable of adapting as people's circumstances change. Homes should be able to adapt throughout the lifetime of a resident, from a young family through to retirement and beyond, by also for alternative sized accommodation for people to up or downsize as family size alters.

Specialist Housing

It should be recognised that households can have a complex set of needs and abilities. It is preferential to keep people living where they wish to be; should that be in their own purchased home, rental property or a form of specialist accommodation, whatever their age or disability. *Creating Homes, Building Communities: York Housing Strategy 2011-2015 (2011)* indicates that within York there are currently around 80 specialist housing schemes providing various kinds of housing with some element of on-site care and shared facilities. Most is rented, despite there being a significant preference for owner occupation.

The Housing Strategy has found that around 1 in 3 households in York is an older person only household. York has an ageing population and the number of older people is expected to increase by over 30% in the next 20 years with the biggest rise

being in those aged 85 and over. The highest number of older households is in the suburban areas of York. In meeting future housing pressures, provisions should be made for people as they grow up and leave home, grow older, and as their circumstances, options and preferences change. We must plan for homes and communities so that people can live out their lives, as long as possible, independently and safely with their families and friends around them. This includes Lifetime Homes but also specialist housing and assisted living for those that can no longer live totally independently.

Over the years different housing solutions have evolved as a response to older peoples' needs. These include retirement housing for independent living, and specifically designed housing with support for older people and those with specific needs such as dementia. In recent years there has been a shift away from the traditional 'old peoples' home' towards models that offer much more independence and choice. There are a growing number of older people with complex needs, with the possibility of early on-set dementia. Until recently, housing options were limited, with a significant number of households living in 'residential care' settings. The growing trend is for households to live independently in their own homes, with appropriate support. As well as specialist housing for the elderly, it is estimated that there are around 4,000 adults in the York area with a learning disability. People with learning disabilities are under represented in tenures such as private renting and home ownership compared to other households.

Live/work units

In support of the council's ambitious economic targets and to encourage growth of the economy there is strong support of live/work units that facilitate flexible working practices. This includes the integration of residential and commercial uses within the same unit.

Young People

The *Strategic Housing Land Availability Assessment (2011)* noted that there has been significant growth of people aged 20-30, both male and female. Each year around 20,000 higher education students make up approximately 11% of York's population in term time. It can put pressures on the street and immediate neighbourhood area in terms of the loss of family homes to HMOs and possible rise in anti-social behaviour. This number of higher education students accounts in part for the fact that York is a relatively young city, with around 10 per cent of the total population between the ages of 20-25. The need for suitable, affordable housing is linked to post-graduate retention levels and the recognition of York as a major economic driver. The age group 20-30 are most likely to be active in a range of markets and potentially experience challenges in being able to access the owner occupier market as a first time buyer.

Housing Mix

The *Creating Homes, Building Communities: York Housing Strategy 2011-2015 (2011)* indicates that average household size is expected to drop over the next ten years signally a shift in demand towards smaller dwellings. At the same time however, the housing strategy suggests that we need to redress the focus on apartment and flats over recent years to provide more family homes in attractive

sustainable neighbourhoods. It is also highlight that sustainable villages require a mix of household types to support a range of local amenities.

Gypsies, Travellers and Showpeople

Key evidence including the Equality and Human Rights Commission report *Inequalities Experienced by Gypsy and Traveller Communities* (2009) suggest that today Gypsies and Travellers are the most marginalised and disadvantaged of all minority groups nationally, suffering the greatest inequalities across a range of indicators. Within York there are currently three permanent Council owned Traveller sites and no formal, private Traveller pitch provision. Council owned sites are located at: Outgang Lane; James Street; and Water Lane. In total, across the three sites, there are 55 individual pitches. Most are big enough for two caravans and one or two vehicles, though the sites are compact in size and offer limited space to accommodate the traditions and lifestyles of travellers including grazing space for horses and ponies, room to park and turn large vehicles (especially for Showpeople) and areas for travellers to work. It should be recognised that Gypsy and Travellers have different needs to those of Showpeople and as such the two different groups cannot be allocated pitches or plot on the same site. Showpeople need flat, hard standings and covered sheds for the maintenance and storage of large fairground rides outside the fair season, whereas gypsy and travellers are far more likely to have horses, requiring grazing land.

Without proper provision of sites Gypsies, Travellers and Showpeople can be forced to establish unauthorised sites on unsuitable land. Unsuitability can be due to a site’s remote location from education and healthcare or it can be due to its lack of electricity or sanitation and can result in a negative view of Gypsies, Travellers and Showpeople from those in settled communities.

In accordance with national guidance on Traveller sites the Council is required to identify a supply of specific, deliverable Gypsy, Traveller and Showpeople sites sufficient to provide five years’ worth of sites against their locally set targets. The Council is also required to identify a supply of specific, developable sites or broad locations for growth, for years six to ten, where possible. The *North Yorkshire Gypsy and Traveller Accommodation Assessment (2008)* and *North Yorkshire Accommodation Requirements of Showmen (2009)* only provides a needs assessment up to 2015. As such, additional work has been undertaken to identify City of York Council’s Gypsy, Traveller and Showpeople accommodation needs for the next 5 years and for years 6-10. These are set out in Table 11.1 and further detail of how this anticipation of need has been reasoned is outlined in the *Gypsy, Traveller and Showpeople Accommodation Needs Supporting Paper (2013)*

Table 11.1 Gypsy, Traveller and Showpeople Need

	5 Year Supply 2014/15 – 2018/19	Years 6-10 2019/20 – 2024/25
Gypsy and Traveller pitches	59	4
Showpeople plots	20	1

Years 2014/15 through to 2018/18 have an especially high need due to the lack of delivered pitches and plots since the publishing of the Gypsy and Traveller Accommodation Assessment in 2008, which identified the need for 36 pitches and 19 plots. There has been subsequent growth year on year since. As such shortfall must be met, as well as supply for future need. Once the shortfall is delivered growth is much smaller for the subsequent years of the plan.

A York Gypsy and Traveller Strategy is currently being consulted upon, this is being done through working with travellers, their representative bodies, other local authorities, and relevant interest groups. It will help inform the Local Plan on improving the accommodation supply and standards for Gypsies, Travellers and Showpeople.

Student Housing and Houses in Multiple Occupation

Students form an important element of the community and the presence of a large student population contributes greatly to the social vibrancy of the city and to the local economy. The Council are committed to ensuring their needs are met and will continue to work with the City's higher education institutions in addressing student housing needs. However, it is also recognised that concentrations of student households, often accommodated in Houses in Multiple Occupation (HMOs), can cause an imbalance in the community which can have negative effects. These can include a rise in anti social behaviour, increases in crime levels, parking pressures and decreased demand for local shops and services, sometimes leading to closures. It can also put pressures on family housing as owner occupiers and buy to let landlords compete for similar properties and have implications for non students seeking accommodation in the private rented sector as demand and therefore cost for private rental accommodation is increased. The impacts of concentrations of student housing in York is explored in the *Houses in Multiple Occupation Technical Paper (2011)*.

There is evidence to demonstrate that it is necessary to control the number of HMOs across the city to ensure that communities do not become imbalanced. This control has been achieved through an Article 4 Direction and the removal of permitted development rights which came into force on 20th April 2012. Planning applications for the change of use to HMO in the main urban area is now required. Further information including a map of the article 4 direction is set out in the *Draft Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document (2012)*.

It is also recognised that there is likely to be an increase in the number of HMOs in York following the changes to the national benefit rules on 1 April 2012. The new rules will mean that single working age people under 35 years old will only be eligible to receive benefits for a single room in a shared house, currently the age limit is 25 years. As such, it is anticipated that there will be an increase in the number of claimants seeking accommodation in HMOs.

Preferred Approach

Policy ACHM1: Balancing the Housing Market

The Local Plan will support housing development which helps to balance York's housing market, address local housing need and ensure that housing is adaptable to the needs of all of York's residents throughout their lives. This will be achieved in the following way:

- requiring that new housing is built to Lifetime Homes Standards;
- requiring developers to incorporate Building for Life recommendations;
- all strategic housing sites (over 5 hectares) will be expected to undertake an assessment of need for appropriate accommodation for those with severe learning disabilities, physical disabilities and dementia and integrate this provision within the development; and
- allowing higher density development in the most accessible locations, to provide homes for young people in higher education or recent graduates. These locations offer the best access to the city centre, higher education institutions and a range of day to day services.

11.1 Whilst it is important to provide more homes within York, there is a need to consider housing quality and choice in order to help future proof communities and help deliver lifetime neighbourhoods as recognised in Policy ACHM1. Lifetime Homes standards are inexpensive, simple features designed to make homes more flexible and functional for all. New housing proposals are required to incorporate lifetime home standards unless it can be demonstrated that it is impractical or the requirements have been addressed in an alternative way. The design principles applied can include :

- illuminated entrances with level access over the threshold and adequate weather protection;
- an accessible WC compartment at entrance level with potential for a shower to be installed;
- Windows in the principal living space allowing people to see out when seated; and
- space for turning a wheelchair in dining areas and living rooms and basic circulation space for wheelchair users elsewhere.

11.2 More information can be found in the Lifetime Homes Design Guide (2011). Alongside lifetime home standards all new residential proposals are encouraged to take into account the Building for Life (BfL) initiative and aim to achieve a BfL assessment rating of good as a minimum. BfL standards ensure that residential proposals offer spaces that are attractive, functional and sustainable, where people have a better quality of life, through the design of the house, street and services and amenities. BfL is designed to help local communities become more involved in design conversations and in shaping development proposals. Its 12 questions provide a structure for discussions between local communities, the local planning authority, the developer and other stakeholders, to ensure that the design of new homes and their neighbourhood are as attractive, functional and sustainable as

possible. It enables stakeholders involved in housing to consider all the elements of what makes 'a good place to live' at the design stage.

Specialist Housing

- 11.3 Where specialist provision is required, often by those needing higher levels of care, we must ensure it serves to maximise independence by being self contained and well connected to local amenities and transport networks. We would also encourage a greater range of tenure options, including full and shared home ownership. Housing is central to health and well-being, so associated services need to be planned and integrated to reflect this.

Homes for Young People

- 11.4 Sites have been allocated to provide housing options for young people in higher education or recent graduates, offering the best access to the City Centre, higher education institutions and a range of day to day services. As such, they will be built out at higher densities and with an emphasis on providing communal, flatted development. 100% flatted developments would be acceptable in an environment designed for flatted accommodation for people in higher education or recent graduates.

Policy ACHM2: Housing Mix

The Council will aim to deliver an overall mix of 70% houses to 30% flats over the plan period. In order to facilitate this development of strategic housing sites will only be permitted where the form of development achieves a minimum of 70% houses.

- 11.5 In order to readdress the imbalance in the city's housing stock the Council will give priority to houses rather than flatted development to ensure a 70/30 split between houses and flats over the plan period. In addition to this the Strategic Housing Market Assessment and other housing needs assessments will be regularly reviewed in order to provide a relevant evidence base that reflects changes in the housing market over the plan period.

Policy ACHM3: Gypsy, Traveller and Showpeople Allocations

Gypsy and Travellers

i. 5 Year Supply

The Local Plan will make provision for 59 pitches for Gypsy and Travellers in the City of York between 2014/15 and 2018/19. The following sites, as shown on the proposals map, are allocated for permanent Gypsy and Traveller Sites:

- Land at Outgang Lane, Osbaldwick 6 pitches
 - Chowdene Campsite, Malton Road (inc. Land off New Lane) 20 pitches
 - Land at Common lane and Hassacarr Lane, Dunnington 15 pitches
- Total = 41 pitches

Further sites will be allocated to accommodate 18 additional pitches to ensure a 5 year supply once land has been identified as suitable for the development of gypsy and traveller pitches.

ii. *Years 6- 10*

Sites and/or broad locations will be identified for 4 pitches for Gypsy and Travellers in the City of York between 2019/20 and 2024/25 by identifying housing land suitable for future gypsy and traveller sites through consultation.

Showpeople

iii. *10 year supply*

The Local Plan will make provision for 21 plots for Showpeople in the City of York between 2014/15 and 2024/25. The following sites, as shown on the proposals map, are allocated for permanent Showpeople yards:

- | | |
|--------------------------|------------------|
| • The Stables, Elvington | 1 plot |
| • Wetherby Road, Knapton | 20 plots |
| | Total = 21 plots |

11.6 To ensure the needs of Gypsy and Travellers are met in appropriate locations that provide suitable access to education, health, welfare and employment infrastructure sites have been identified to go some way to providing for a five year supply. Following a thorough assessment of the Local Authority area, including those sites put forward through the Call for Sites process it has not been possible to identify sufficient sites to the future accommodation needs of the Gypsy and Traveller community. It is acknowledged that there is still a requirement to identify sites for an additional 18 pitches and to identify broad locations for growth to meet demand in the next 6 to 10 years. Whilst work is ongoing to identify addition sites and broad locations for growth to ensure sufficient sites for the plan period the Council invites discussion with landowners on potential sites for Gypsy and Traveller pitches. There are plans to update the Gypsy and Traveller Accommodation Assessment that will give a clearer measurement of how much need there will be and what additional sites will be required. For Showpeople however we have been able to identify sufficient sites to accommodate needs for both a 5 year supply and for years 6 to 10.

11.7 Nationally, pitch/plot sizes range from 200m² to 500m². An upper measurement of 500 m² has been used in the allocation sites to allow final design to accommodate all of the requirements set out in design guidance, including landscaping, play space and access arrangements. Space has also been taken into account for equine grazing which is a much needed provision in York. Final pitch sizes will ultimately be a matter for detailed planning applications to determine.

Policy ACHM4: Sites for Gypsies, Travellers and Showpeople

Proposals for Gypsies, Travellers and Showpeople sites will be supported that:

- i. provide safe and convenient vehicular and pedestrian access to the site;

- ii. provide for adequate on-site facilities for parking, storage, play and residential amenity;
- iii. are well located on the highway network;
- iv. offer safe and convenient access to schools and local facilities;
- v. provide adequate levels of privacy and residential amenity; and
- vi. make temporary plots available within larger sites.

In addition to the above criteria, plots for Showpeople will be considered acceptable where they are designed to:

- vii. offer the potential for living and working on-site;
- ix. permanently house a maximum of 12 families within any one site;
- x. provide individual plots of minimum 500m²; and
- xi. be within 500 meters of the primary highway network.

- 11.8 The Local Plan will allocated sufficient sites to partly meet shortfall and need for years 2014/15 – 2017/18 of Gypsy and Travellers and to fully meet the need for years 2014/15 – 2017/18 of Showpeople. Future need will be met through planning applications for private sites. These future sites put forward for private Gypsy, Traveller and Showpeople (particularly to meet needs for years 6-10) will be assessed against Policy ACHM 4. While the Council's priority is to deliver permanent plots/yards for Gypsies, Travellers and Showpeople, Temporary stopping places will also be supported which meet an identified need.

Policy ACHM5: Student Housing

Higher Education Institutions must address the need for any additional student accommodation which arises because of their future expansion. Provision will be expected to be made on campus in the first instance or otherwise on allocated sites managed by the institution in question or linked to purpose built dedicated private sector accommodation.

- 11.9 It is important that increases in higher education student numbers through any future expansion are matched by increases in student accommodation. This should, where possible, be on campus, or in locations with good public transport, walking and cycling links to the institutions they are intended to serve. Student accommodation should be purpose-built and designed and managed in a way that attracts students to take it up. There should be no unacceptable impact on amenity for local residents where sites are suitable

Policy ACHM6: Houses in Multiple Occupation

Applications for the change of use from dwelling house (Use Class C3) to HMO (Use Class C4 and Sui Generis) will only be permitted where:

- i. it is in a neighbourhood area where less than 20% of properties are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning consent and are known to the Council to be HMOs; and

- ii. less than 10% of properties within 100 metres of street length either side of the application property are exempt from paying council tax because they are entirely occupied by full time students, recorded on the Council's database as a licensed HMO, benefit from C4/Sui Generis HMO planning permission and are known to the Council to be HMOs; and
- iii. the accommodation provided is of a high standard which does not detrimentally impact upon residential amenity.

11.10 Under Policy ACHM6, HMO accommodation will continue to be provided to meet the city's housing needs but the supply will be managed to avoid high concentrations of this use in an area. Given York's compact nature and well connected public transport network it is considered that the spreading out of HMOs to avoid unsustainable concentrations of HMOs will still mean that for students in particular, HMOs will remain highly accessible. A threshold based policy approach is considered most appropriate as this tackles concentrations of HMOs and identifies a 'tipping point' when issues arising from concentrations of HMOs become harder to manage and a community or locality can be said to tip from balanced to unbalanced.

11.11 Whilst there is no formal definition of what constitutes a balanced community, recently, there have been attempts to establish what constitutes a large HMO proportion and the threshold at which a community can be said to be/or becoming imbalanced. Useful precedents have been set in a number of Authorities. For York, through consultation, a threshold of 20% of all properties being HMOs across a neighbourhood and 10% at street level have been established, following consultation as the point at which a community can tip from balanced to unbalanced.

11.12 Under the threshold approach an assessment of the proportion of households that are HMOs is undertaken within a given area. In assessing change of use planning applications, to capture as many different types of shared accommodation as possible the Council will use the following:

- council tax records - households made up entirely of students can seek exemption from Council Tax and the address of each exempt property is held by the Council. This applies to properties occupied only by one or more students either as full time or term time accommodation. Properties falling within 'Halls of residence' on campus will not be included, however some accommodation owned or managed by the universities off campus will included;
- licensed HMOs - records from the Council's Housing team of those properties requiring an HMO licence will be utilised. These are those properties that are three storeys or over and are occupied by five or more persons;
- properties benefiting from C4 or sui generis HMO planning consent – in addition to those properties already identified as having HMO permission, where planning permission is given for a change of use to C4 HMO or a certificate of lawful development issued for existing HMOs this will be recorded in the future to build up a clearer picture of HMO properties; and
- properties known to the Council to be HMOs – this can be established through site visits undertaken by the Council's Housing team in response to complaints for example.

11.13 These data sets will be collated to calculate the proportion of shared households as a percentage of all households. It is considered that these sources will provide the best approach to identifying the numbers and location of HMOs in an area. Although it is accepted that it may not be possible to identify all properties of this type. The data will be analysed to avoid double counting, for example, identifying where a property may be listed as a licensed HMO and have sui generis HMO planning consent. Given that the information collated may be expected to change over the course of the calendar year as houses and households move in and out of the private rented sector it is considered appropriate to base the assessment on a single point in time. Accordingly, data will be updated annually, in May, to allow for a complete picture of Council Tax returns. City wide mapping will be made available online for information, however for data protection reasons street level information collated in assessing a planning application can not be made public.

11.14 In assessing planning applications for HMOs the Council will seek to ensure that the change of use will not be detrimental to the overall residential amenity of the area. In considering the impact on residential amenity attention will be given to whether the applicant has demonstrated the following:

- the dwelling is large enough to accommodate an increased number of residents¹;
- there is sufficient space for potential additional cars to park;
- there is sufficient space for appropriate provision for secure cycle parking;
- the condition of the property is of a high standard that contributes positively to the character of the area and that the condition of the property will be maintained following the change of use to HMO;
- the increase in number of residents will not have an adverse impact on noise levels and the level of amenity neighbouring residents can reasonably expect to enjoy;
- there is sufficient space for storage provision for waste/recycling containers in a suitable enclosure area within the curtilage of the property; and
- the change of use and increase in number of residents will not result in the loss of front garden for hard standing for parking and refuse areas which would detract from the existing street scene.

11.15 Further information can be found in the *Draft Controlling the Concentration of HMOs Supplementary Planning Document (2012)*

Policy Links

- Section 10 'Housing Growth and Distribution'
- Section 12 'Affordable Housing'
- Section 13 'Community Facilities'
- Section 16 'Design and the Historic Environment'

¹ Whilst planning powers cannot be used to enforce internal space standards of existing dwellings and the level of facilities to be provided, planning can be used to secure adequate living conditions in dwellings in so far as they are affected by sunlight, daylight, outlook, privacy and noise. These factors can impinge on the internal layout of dwellings, especially HMOs and will be taken into consideration.

- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Housing Mix

1. Do not specify any housing mix and enable the market to determine the housing requirement
2. Rely on National Planning Policy Framework (NPPF) to ensure appropriate housing mix provision
3. **Provide local level policy to ensure appropriate housing mix provision (this is our preferred approach)**

Housing Mix targets

1. Provide >70% of development to be houses (<30% flats)
2. **Provide 70% of development to be houses (30% flats) (this is our preferred approach)**
3. Provide <70% of development to be houses (>30% flats)

Gypsy, Traveller and Showpeople Allocations

1. Do not specify gypsy, traveller and showpeople accommodation provision requirements over the Local Plan period
2. **Specify gypsy, traveller and showpeople accommodation provision requirements over the Local Plan period (this is our preferred approach)**

Sites for Gypsy, Traveller and Showpeople

1. Rely on PPTS to guide gypsy, traveller and showpeople pitch provision
2. **Provide generic local criteria to guide gypsy, traveller and showpeople pitch provision (this is our preferred approach)**
3. Provide detailed local criteria to guide gypsy, traveller and showpeople pitch provision

Student Accommodation

1. Restrict all new student accommodation
2. Rely on NPPF to guide location of student accommodation provision
3. **Local policy to guide development of student accommodation towards campus locations (this is our preferred approach)**

Houses in Multiple Occupation

1. Rely on NPPF to guide the location and concentration of HMOs
2. Provide generic local criteria to guide location and concentration of HMOs
3. **Provide detailed local criteria to guide location and concentration of HMOs (this is our preferred approach)**

Question 11.1 This is our preferred approach to aiding choice in the housing market do you think this is appropriate or should one of the alternatives or a different approach be taken?

Question 11.2 Do you know of any sites that would be suitable for Gypsy and Travellers?

Section 12: Affordable Housing

National Planning Policy Framework

National Guidance says that:

- evidence bases should be used to ensure that the Local Plan meets the full, objectively assessed needs for affordable housing in the housing market area (Paragraph 47);
- where it is identified that affordable housing is needed, policies should be set to meet this need on site, unless off site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions (Paragraph 50);
- in rural areas, exercising the duty to cooperate with neighbouring authorities, local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. Local Planning Authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs (Paragraph 54);
- limited affordable housing for local community needs is acceptable in the Green Belt and needs to be included in Local Plan Policy (Paragraph 89);
- the Strategic Housing Market Assessment needs to address the need for affordable housing (Paragraph 159);
- to ensure the costs of any requirements likely to be applied to development is viable i.e. affordable housing should when taking account of the normal cost of development and mitigation provide a competitive return to a willing land owner and willing developer to enable the development to be deliverable (Paragraph 173);
- Local Planning Authorities should set their policy on local standards for affordable housing. Assessing the cumulative impacts on development in their area to ensure implementation of the plan is not put at serious risk and should facilitate development through the economic cycle (Paragraph 174); and
- any affordable housing or required local standards that may be applied to development should be assessed at the plan making stage and kept under review (Paragraph 177).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you told us that:

- previous affordable housing targets would be overly onerous and would undermine the potential to deliver low cost market housing. Others disagreed and told us that the previous viability target was too low, with several comments noting that the level of need in York is even greater than the annual level of house building;
- the use of exception sites to improve affordability in rural areas was widely supported;

- a negotiable mix of social rent and discount for sale was supported, noting the potential from smaller schemes to also contribute at reduced rates. There was general backing for use of off-site contributions, but wholesale objection to the expectation of financial contributions from commercial development under the previous approaches; and
- the lack of clarity for the development industry and the nature of a dynamic target was felt to introduce further uncertainty, making it difficult to assess the viability of schemes going forward. There were comments that the dynamic target approach lacks future proofing in relation to costs associated with enhanced Code for Sustainable Homes requirements.

Key Evidence Base

- North Yorkshire Strategic Housing Market Assessment (2011)
- City of York Affordable Housing Viability Study (2010) and Annex 1 (2011)
- Strategic Housing Market Assessment (2007)

Local Context

Improving the quality and availability of decent affordable homes in York is a priority in the Council Plan. Currently, the *North Yorkshire Strategic Housing Market Assessment (2011)* (NYSHMA) indicates that the actual need for affordable housing in the city outstrips the total supply coming forward each year.

The housing needs assessment in the NYSHMA indicates that York will be required to provide for a net annual affordable housing need of approximately 790 dwellings per annum over the next five years (2011 – 2016) in order to clear the existing waiting list backlog and meet future arising need. At September 2012 there were over 4,600 households registered for social housing in York. The NYSHMA demonstrates that there is affordable housing need in all markets areas within the city – Central York, Suburban York and York Villages, with the largest need in Suburban York.

The NYSHMA considers the role that intermediate housing products can play in improving choice and addressing an element of housing need. Intermediate products include shared equity and discounted sale homes as well as homes where rents are set below market value. The study shows, for example, that 36% of households currently in need of affordable housing could afford a two bedroom home at 60% of the open market rent, but only 11% could if the rent was 80% of market value. Overall the study concludes that approximately 30% of affordable housing needs could be met through intermediate market products, but highlights that the most households in York would not be able to afford rents charged at 80% of the market rate.

In considering the demand for affordable housing by property size, the analysis in the assessment balances the proportions of supply and demand against one another to identify areas of mis-match. The NYSHMA shows a substantial backlog of need across all household sizes, but concludes that the highest level of need is for 2, 3 and 4 bedroom homes.

Delivering affordable housing and reducing the housing waiting list relates to a range of initiatives stretching much more widely than planning policy's remit. However, whilst the emerging Housing Strategy for 2011-2015 sets out measures for delivering affordable housing through a variety of Council initiatives (including grant funded developments with the Homes and Communities Agency, bringing empty homes back into use and maximising the best use of existing homes) planning policy remains key to the delivery of new build homes. It is crucial to seek the maximum provision of affordable homes through planning policy, whilst still ensuring that development is viable and not stifled.

Preferred Approach

Policy AH1: Affordable Housing

To help improve affordability across the housing market, the Council will support residential schemes of 2 or more dwellings which:

- i. provide affordable housing in line with current annual dynamic targets and thresholds;
- ii. reflect tenure split in terms of social rented and intermediate housing, as set out in the current Strategic Housing Market Assessment;
- iii. fully integrate affordable with market housing on a pro-rata basis by pepper potting, in terms of size and type of homes, taking into account current assessments of local need where on-site provision is required;
- iv. on sites where the current dynamic targets result in a whole unit not being viable on-site, an Off Site Financial Contribution (OSFC) will be required in accordance with the approved OSFC formula. Off site provision for any other affordable housing provision will only be acceptable provided it is robustly justified and contributes to the creation of balanced, mixed and sustainable communities; and
- v. retain affordable housing at an affordable price for future eligible households, through implementing a planning condition or obligation or if these restrictions are lifted, for subsidy to be recycled for alternative affordable housing (transferred to registered providers approved by the Council).

Where the above criteria can not be met, developers have the flexibility through open book appraisal to demonstrate to the Council's satisfaction that the development would not be viable based on the current affordable housing dynamic targets.

Dynamic Targets and Thresholds

- 12.1 The National Planning Policy Framework requires Councils to set policies for meeting identified affordable housing need, and that those policies should be sufficiently flexible to take account of changing market conditions. Given that market conditions change over time it is impossible to set a single realistic deliverable target for the plan period. Either the target would have to be set too low, which would not maximise affordable housing provision, or so high that it is likely to be undeliverable for parts of the plan period.

- 12.2 To help determine appropriate deliverable targets and thresholds for York, the *City of York Affordable Housing Viability Study (2010) (AHVS)* and Annex 1(2011) was commissioned. This assessed the economic viability of a set of sample sites across the plan area, along with a parallel process on small sites to examine the scope of viability for smaller sites and lower thresholds.
- 12.3 The AHVS established baseline targets for sites in York in 2010, which presumed no public subsidy, which can be updated on an annual basis. They are designed for use in negotiations over the proportion of affordable housing on market sites. These dynamic targets will be amended annually in line with a model of dynamic viability based on the principles set out in the AHVS and the approved interim affordable housing targets, which respond to changes in local house prices, build costs and local changes to alternative use values. This will ensure that these targets remain viable and aligned to market conditions. York's Dynamic Model (based on the approved interim approach) and the mechanism for amending these targets will be set out in an Affordable Housing Supplementary Planning Document (SPD). In addition there will be a minimum of a five yearly review of the viability assessment to allow for adjustment of the Index to ensure it remains fit for purpose, additional reviews may be considered where there are significant legislative requirement changes (e.g. changes in code for sustainable homes).
- 12.4 Based on the AHVS and testing of its assumptions with developers, current approved interim dynamic targets are set out in Table 12.1 below:

Table 12.1: Dynamic Targets Based on Market Conditions April 2012

Threshold	Dynamic Target
Brownfield sites => than 15 dwellings	20%
Greenfield sites => than 15 dwellings	30%
All Sites of 11 - 14 dwellings	20%
All Sites of 5 - 10 dwellings	15%
All Sites of 2 - 4 dwellings	10%

- 12.5 Developments within York should be able to provide these levels of affordable housing and no individual site assessment will be required where submissions achieve these targets, subject to annual review. Developers will be required to submit an open book appraisal to justify any other cases of reduction, at their expense. If agreement can not be reached on the appropriate level of affordable housing between the Council and the developer it will be referred to the Valuation Office Agency at the expense of the developer, to determine the viable level of affordable housing. If a reduction is proven the Council may firstly seek Homes and Communities Agency subsidy (or other public subsidy) to achieve the level and mix of affordable housing consistent with the policy. If such subsidy is not available the Council may seek to vary the tenure mix or types of units of the affordable component where appropriate to assist in meeting the delivery of affordable housing objectives of the Council before agreeing a reduction in the overall amount of affordable housing.

Types

- 12.6 Affordable housing in York includes social rented and intermediate housing provided to specified eligible households whose needs are not being met by the open housing market, and who cannot afford to enter that market. They are currently living in unsuitable accommodation for a variety of reasons. The definition specifically excludes low cost market housing.

Tenure/Mix

- 12.7 The NYSHMA recommends a 70% social rented and 30% intermediate split. This is based on the fact that the study estimates that approximately 30% of households currently in affordable need could afford a 50% equity stake in an intermediate home at the lower quartile price.
- 12.8 A full range of property sizes and types are needed to satisfy the affordable housing needs of the City and providing small or poor quality accommodation will not be seen as satisfying the policy. Whilst the NYSHMA reports that there is a need for all dwelling sizes, the highest level of need is for 2 bed to 4 bed houses. In order to help build mixed and sustainable communities the affordable homes need to be pro-rata of the market homes and integrated within the site and indistinguishable from the market housing on site.
- 12.9 In order to build in more flexibility and to be able to react to changing circumstances in the market or new evidence in updated SHMA assessments, more detailed matters relating to tenure and housing mix will be set out and dealt with in the Affordable Housing SPD (see paragraph 12.14).

Provision

- 12.10 In accordance with national guidance affordable housing provision will normally be expected to be provided on site, except where the dynamic target proves that a whole unit is not viable on site. An Off Site Financial Contribution (OSFC) will be required for this element of affordable housing provision in accordance with the Council's adopted OSFC formula.
- 12.11 There are a number of ways that the OSFC could be calculated. These will be explored in a Supplementary Planning Document following the Local Plan preferred options consultation stage. The existing interim approach calculation is based on York's average house price minus the fixed register provider price, which is then multiplied by the AHVS viable percentage. This approach could be varied using the relevant average house price for different market areas in the city. This would provide a contribution which reflects changes in values across the city rather than a standard fixed OSFC that is applicable to the whole of the city. Alternatively a formula could be developed which is based on a price per square metre, this would set a contribution that reflects the size of home being built. The OSFC will be applied to all sites where a whole affordable housing unit is not viable on site.

- 12.12 Any other off site provision or commuted payments in lieu of on-site provision (of a equivalent value) for affordable housing will only be acceptable provided it is robustly justified and contributes to the creation of mixed communities.
- 12.13 To provide certainty and to meet need in York, there is the potential to allocate a number of 100% Affordable Housing sites or sites where the majority of development is for affordable housing in the Local Plan, please see the allocations chapter for further details. The exact location of these sites will be developed during the preparation of the Local Plan Submission document. If you are interested in promoting such a site that meets this preferred options policy please contact officers as early as possible.
- 12.14 An SPD will be used to set out clear and consistent guidance on all elements covered by Policy AH1 and Policy GB4. This will provide a mechanism to be able to react to changing circumstances, such as new housing need and mix, detailed information and advice on the operational approach to affordable housing policy in York. It will explain the Council's Dynamic Model, that will be used to change the dynamic targets annually, the process of negotiation, on site expectations with respect to integration and quality, tenure mix, subdivision of sites, application of grant, nomination criteria, viability assessments, off site financial contributions payments and the exceptions sites policy.

Policy Links

- Section 10 'Housing Growth and Distribution'
- Section 11 'Aiding Choice in the Housing Market'
- Section 13 'Community Facilities'
- Section 16 'Design and the Historic Environment'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Affordable Housing Target

1. Do not specify any affordable housing target and enable the market to determine it.
2. Rely on the NPPF to ensure appropriate affordable housing provision
3. Provide local level policy with overall affordable housing targets for the duration of the Local Plan
4. **Provide local level policy with annual dynamic affordable housing targets (this is our preferred approach)**

Varying Affordable Housing Targets

1. Affordable housing target does not vary by location/development type
2. **Affordable housing target varies by location/development type (this is our preferred approach)**

Affordable Housing Requirements

1. Require all new developments to contribute to affordable housing target on-site

2. Require all new developments to contribute to affordable housing target off-site
- 3. Require only major development to contribute to affordable housing target on-site (mixed tenure) (this is our preferred approach)**

Question 12.1 This is our preferred approach to Affordable Housing. Do you think this is appropriate or should one of the alternatives or a different approach be taken?

Question 12.2 Do you think it would be better to have a single high level target for the whole of the plan period rather than targets that are amended annually based on local market conditions (Alternative option)?

Question 12.3 For off site financial contributions do you think our formula should:

- a) set a price per property; or
- b) have a price per square metre

Also should the off site financial contribution be:

- c) based on an average York house price for the whole city; or
- d) reflect house prices in different market areas, so the payment is linked to the area of the city the home is built

Question 12.4 What do you think of our preferred exceptions site policy?

Question 12.5 Do you think that a bench mark land price for exception sites should be set?

Section 13: Community Facilities

National Planning Policy Framework

National Guidance says that:

- planning policies should support economic growth in rural areas by promoting the retention and development of rural local services and community facilities in villages(Paragraph 28); and
- the provision and use of shared space, community facilities and other local services should be planned positively to enhance the sustainability of communities, including ensuring that established shops, facilities and services are able to develop and modernise and guard against the unnecessary loss of valued facilities and services. There should also be an integrated approach to considering the location of housing, economic uses and community facilities and services. (Paragraph 70).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- the provision of new, and safeguarding of existing community facilities was widely supported;
- a range of specific facilities were important, including sports, music, health, education, cultural, leisure and convenience related facilities;
- the previous approach of maximising accessibility to community facilities was strongly supported, with the accessibility needs of the disabled being highlighted as being particularly important, alongside stronger links to wider objectives around sustainable travel and low carbon neighbourhoods being promoted;
- previous approaches based thresholds for requiring new provision was confusing, and it was suggested that the policy approach should be based on identified community need;
- more emphasis should be placed on improvements being made to existing facilities, over new provision and that opportunities for access agreements with other providers, as opposed to community owned schemes should be recognised;
- stronger protection could be given to existing facilities;
- a city centre swimming pool should be a priority; and
- there is concern amongst existing early years providers that increasing competition from new provision is threatening viability of existing provision in some areas of the city which may have an adverse effect on the Local Authority's statutory duty to secure Early Years Provision.

Key Evidence Base

- Consultation Draft Built Sports Facilities Strategy (2013)
- York Childcare Sufficiency Assessment (2012 Refresh)
- Health and Well Being in York: Joint Strategic Needs Assessment (2012)

Local Context

Alongside education and open space considered elsewhere in the plan, community facilities, healthcare and emergency services are considered important services that are an essential component in delivering sustainable neighbourhoods. Community facilities are those facilities and services that meet the day to day needs of a community, from city-wide to more local. They can include local shops, libraries, crèches, drop-in centres, public houses, day centres, meeting rooms, built sports and community leisure facilities such as swimming pools, places of worship, community centres, youth clubs and buildings for community groups such as clubs for senior citizens and scout and guide groups.

Built Sports Facilities

The *Consultation Draft Built Facilities Strategy (2013)* explores the provision of built sports facilities in York and the demand for these facilities to assess whether there is a need for additional provision. The strategy shows only minor shortages in provision of sports hall and artificial grass pitches and a sufficiency of swimming pool space. An action plan has also been drawn up as part of the strategy which has identified projects in place to create new facilities to address these shortages. There are other issues around quality and accessibility of some other sports facilities however there are projects in place to bring facilities up to modern standards and improve accessibility to increase participation in sport, as set out in the action plan. The key planning elements arising from the strategy are to protect and support the enhancement of existing facilities and to support the actions identified in the action plan. New facilities should only be supported where they are being developed in response to identified need.

Childcare Provision

The *Childcare Act (2006)* requires Local Authorities to carry out a Childcare Sufficiency Assessment which involves consulting a range of groups as to their childcare needs and comparing this to the available provision. The *York Childcare Sufficiency Assessment (2012 Refresh)* highlights that overall childcare in York reasonably matches the needs of local families. Although there are currently no gaps in provision that are preventing families from accessing childcare the assessment has highlighted that some families are having difficulties in accessing childcare. There are a number of wards where data suggests the childcare market is currently not fully meeting families needs, these include the following; Acomb; Holgate; Micklegate; Bishopthorpe; Heworth Without; Hull Road; and Guildhall.

The Guildhall ward in particular is identified as a pressure point due to the fact many people are wanting to make use of City Centre provision but don't live within the ward. The Ward tops the list for parents saying they would like access to childminders, day nurseries, nursery classes, before and after school clubs and holiday schemes.

It should be noted that childcare needs may change over the plan period and that the Childcare Sufficiency Assessment is updated annual, for the latest information please see the following website www.yor-ok.org.uk/childcaresufficiency

Healthcare and Emergency Services

The *Health and Wellbeing in York: Joint Strategic Needs Assessment (2012)* provides a comprehensive local picture of the health and wellbeing needs of all the people who live in York. This document confirms that overall York is a great place to live. Most people who live here have good health and wellbeing. However, this does not apply to everyone; some people in our city experience poorer health and wellbeing outcomes. This may be down to their needs, their circumstances, or simply where they live. The population in York is ageing and this demographic profile will have implications for commissioning decisions in the future. The planning process has a key role to play in helping all residents to live long, healthy and independent lives, including reducing inequalities to improve health and wellbeing outcomes for the people of York. Accessible community facilities and built sports facilities can contribute to maintaining and improving health and well being.

The York Teaching Hospital NHS Foundation Trust and the Leeds and York Partnership NHS Foundation Trust are currently focussing their operations on their existing sites, with York hospital being the main secondary healthcare facility in York and the sub area. The Yorkshire Ambulance Service NHS Trust's planning requirements are to support their main stations in York and Haxby. The current Hub and Spoke model for emergency response continues to be an integral part of the Trust's estates strategy. The North Yorkshire Fire and Rescue Service Authority have undertaken a comprehensive review of their facilities to consider the current and future needs of the service and the community. As part of this review, following consultation, plans have been approved to build a new fire station to the south east of the City Centre at Kent Street to replace the current fire station at Clifford Street which is no longer fit for purpose.

Preferred Approach

Policy CF1: Community Facilities

The Local Plan promotes community cohesion and the development of strong, supportive and durable communities through the creation of sustainable, low carbon neighbourhoods where every community has access to quality community facilities to meet day to day needs. This will be delivered through the following:

- i. requiring proportionate new or improved community facilities accessible to all to be provided to accompany new residential development to ensure sufficient quality facilities for existing and future occupiers;
- ii. requiring any new community facilities to be in locations which are well served and linked by public transport and easily accessible by walking and cycling; and
- iii. not permitting proposals which fail to protect existing community facilities or involve the loss of facilities unless it can be demonstrated the use is no longer, or cannot be made, viable or equivalent alternative provision can be made.

- 13.1 It is important that a range of good quality community facilities accessible to all are available locally and are well connected to communities to meet their day to day needs. This reduces the need for people to travel to obtain essential services, particularly benefiting the less mobile and more deprived members of society. It is

also important that city-wide community facilities such as built sports facilities are well as served by public transport, walking and cycling.

- 13.2 The Local Plan has an important role to play in ensuring that community facilities are provided in the most effective and accessible way. Existing services must be protected as much as possible however it is also important to get the most out of existing facilities in making sure they are 'fit for purpose'. It is important that service provision keeps pace with new development so that existing and future communities and all sections of it have satisfactory access to community facilities. Appropriate developer contributions will be important in delivering this. Any new community facilities must be accessible to the communities they serve by walking, cycling and public transport in accordance with the accessibility criteria set out in the transport section.
- 13.3 For the purposes of Policy CF1, community facilities should be taken to mean those facilities that meet the day to day needs of the communities they serve. This can include meeting places, sports venues, cultural buildings, public houses and places of workshop. For the Local Plan's approach to local shops please see Policy R2 in Section 9 'Retail'.

Policy CF2: Built Sports Facilities

In meeting any future demand for built sports facilities the preferred approach is through extension and expansion of existing high quality sustainable sites in the first instance. New facilities will be supported provided they are meeting an identified gap in provision, accessible to all and suitable infrastructure exists or can be created to manage and maintain the facility. Any new facilities must be sited in accessible locations within the areas of deficiency which are well served and linked by public transport and easily accessible by walking and cycling.

Proposals will be refused which fail to protect existing community facilities or involve the loss of facilities unless it can be demonstrated the use is no longer, or cannot be made, viable or equivalent alternative provision can be made.

- 13.3 Built Sports Facilities can include swimming pools, artificial grass pitches for football, and hockey, sports halls, indoor bowls, multi use games areas alongside more specialist outdoor provision such as athletics tracks, golf courses and cycle tracks. To ensure the provision of a range of quality and accessible facilities to meet the needs of the community, in accordance with Policy CF1 'Community Facilities', York's built sports facilities will be protected unless it can be demonstrated that the use is no longer, or cannot be made, viable or high quality alternative provision can be made.
- 13.4 Permission was granted in May 2012 for the York Community Stadium at Monks Cross. The stadium will provide a new home for both of York's professional sports teams, York City Football Club and York City Knights RLFC. The new stadium will also provide facilities and opportunities for the wider community such as the existing swimming pool and gym. A new community hub building will include new facilities such as an Explore Learning Centre, the York St John Institute for Sport and

Wellbeing, outpatient facilities for the York Teaching Hospital NHS Foundation Trust and a new Independent Living Assessment Centre.

- 13.5 The *Consultation Draft Built Facilities Strategy (2013)* addresses in its action plan any shortfalls in provision that have been identified and as such there is currently no requirement for new facilities to be identified. However, as the plan period progresses new demand may arise. Any future demand should, in the first instance, be met through extensions and expansion of existing high quality sustainable sites. Should there be a demonstrable identified gap in provision and suitable infrastructure exists or can be created to manage and maintain a new facility then such a facility will be supported, so long as it is in an appropriately accessible location.

Policy CF3: Childcare Provision

Applications for childcare provision should be accompanied by an assessment that demonstrates the need for additional childcare provision in the locality. New, high quality, childcare facilities will be supported where there is an identified need for the additional provision, including strategic housing allocations and accessible for all. Any new facilities must be in accessible locations, which are well served and linked by public transport and easily accessible by walking and cycling.

Proposals will be refused which fail to protect existing community facilities or involve the loss of facilities unless it can be demonstrated the use is no longer, or cannot be made, viable or equivalent alternative provision can be made.

- 13.6 There are a number of different types of childcare provision, including childminders, day nursery, holiday scheme, independent school nursery classes, Local Authority maintained nursery school classes and out of school clubs. In line with Policy CF1 'Community Facilities' the loss of existing childcare provision should be resisted unless it can be demonstrated that the use is no longer, or cannot be made, commercially viable or equivalent alternative provision can be made. The noise impacts arising from any childcare provision proposals, particularly for residential communities, should be taken into account in line with Policy EP2 'Managing Environmental Nuisance'.
- 13.7 The childcare market is dynamic and changes can happen over a short period of time. In September 2010 all three and four year olds became entitled to 15 hours a week of free early education, an increase from 12.5 hours a week. The Government plans to introduce a new targeted entitlement for two year olds to access free early education which may see a rise in demand for childcare provision in the city. To help ensure that childcare in York matches the needs of local families and that any gaps in provision are met applications for new childcare facilities will be supported where they are accessible to all and accompanied by a needs assessment which successfully demonstrates a need for provision in the locality and that they are in accessible locations.

Policy CF4: Healthcare and Emergency Services

To contribute to residents living long, healthy and independent lives in sustainable neighbourhoods the Local Plan will support:

- i. primary healthcare services that are responsive to current and projected needs of communities. This may include new services, which are accessible to all, to meet the needs of future occupants from new development, including strategic housing allocations (identified in the Spatial Strategy) alongside the redevelopment of existing facilities. It will involve working with GP Commissioning Groups or any successor organisation;
- ii. the York Teaching Hospital NHS Foundation Trust and the Leeds and York Partnership NHS Foundation Trust, or any successor organisation, to make the best use of their current sites, in particular by protecting the setting of Bootham Park and facilitating any improvements to the York Hospital (as identified on the Proposals Map) to enable it to remain on its existing site for the long term to ensure the optimum delivery of secondary care services in York;
- iii. new healthcare facilities in accessible locations which are well served and linked by public transport and easily accessible by walking and cycling;
- iv. the emergency services to continue to provide an effective service; and
- v. refusing proposals which fail to protect existing community facilities or involve the loss of facilities unless it can be demonstrated the use is no longer, or cannot be made, viable or equivalent alternative provision can be made.

- 13.8 It is important that the health needs of the residents of York are met which will mean ensuring that services are responsive to the current and projected needs of local communities. New healthcare services may be required as new residential areas are built and existing facilities may need to adapt to changing needs over the plan period. This will require working collaboratively with GPs and their communities in meeting healthcare needs. It is important that York retains its role as a key secondary healthcare centre for the wider sub area. As such the Council will support providers to make the best use their existing sites. The emergency services will also be supported throughout the plan period to ensure that they are able to provide effective service and call out times.

Policy Links

- Section 9 'Retail'
- Section 10 'Housing Growth and Distribution'
- Section 11 'Aiding Choice in the Housing Market'
- Section 12 'Affordable Housing'
- Section 14 'Education, Skills and Training'
- Section 16 'Design and the Historic Environment'
- Section 17 'Green Infrastructure'
- Section 23 'Transport'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Required Contributions

- 1. Require all new developments to contribute to community facilities/health provision, on or off site (this is our preferred approach)**
2. Require only major developments to contribute to community facilities/health provision on or off-site

Provision and accessibility

1. Rely on National Planning Policy Framework (NPPF) to guide community facilities/health provision and accessibility in relation to new development
- 2. Provide generic local criteria to guide community facilities/health provision and accessibility in relation to new development (this is our preferred approach in relation to general community facilities)**
- 3. Provide detailed local criteria to guide community facilities/health provision and accessibility in relation to new development (this is our preferred approach in relation to sport, childcare and health)**

Protection of existing community facilities

1. Do not protect existing community facilities from non-community uses if the market requires them
2. Rely on NPPF policies to protect existing community facilities and access to them
- 3. Provide local level policy to protect existing community facilities and access to them (this is our preferred approach)**

Question 13.1 This is our preferred approach to community facilities do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 14: Education, Skills and Training

National Planning Policy Framework

National Guidance says that:

- there should be a sufficient choice of school places available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education (Paragraph 72).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- the importance of first class educational facilities in the city and the role of these institutions in ultimately ensuring a widely skilled workforce and economically competitive city was extensively acknowledged;
- facilitating specialisms within higher education that are aligned to sectoral strengths in York's economy was important;
- the provision of school facilities and expanding community access to these beyond core education uses was supported;
- there should not be a requirement for construction training and targeted recruitment, others disagreed and supported the principle of workplace training and development;
- loss of skilled employees and therefore local employment supply chains to other regional centres such as Leeds was an issue;
- apprenticeship and personal development are important points of reference to any policy framework; and
- student housing is a particular issue. Some respondents considered that the universities had a responsibility to provide affordable student accommodation, on-campus accommodation where possible. Allocation of sites for purpose built student housing was suggested.

Key Evidence Base

- Dream Again: York's Strategic Plan for Children, Young People and Their Families 2013-2016 (2012)
- York Local Area Statement of Need September 2012: For the Provision of learning for young people aged 14-19 or aged up to 25 subject to a learning difficulty assessment (2012)
- School Playing Fields Assessment Technical Paper (2010)

Local Context

Education

Building on recent years' investment in the City's educational facilities, to contribute to making York a world class centre for education it is vital to provide the quality and choice of learning and training opportunities to meet the needs of children, young people, adults, families, communities and employers.

As set out in the *Schools White Paper (2010)* the Council has a key role in supporting parents and families through promoting a good supply of strong schools, responding to proposals for the development of Academies and Free Schools which reflect the aspirations of local communities.

Playing fields and pitches are an important element in delivering the school curriculum. The *School Playing Fields Assessment Technical Paper (2010)* has shown that a number of existing schools in York have insufficient playing field provision when compared against the current statutory minimums set out in the Education (School Premises) Regulations 1999 and the minimum area guidelines set out in Building Bulletins 98 and 99.

The *York Local Area Statement of Need September 2012: For the Provision of learning for young people aged 14-19 or aged up to 25 subject to a learning difficulty assessment (2012)* identifies that travel to learn of 16-18 year olds is a very significant feature of the learning offer in York with a net import to York of those living outside of the City, primarily from North Yorkshire and the East Riding, choosing to study in York. The number of residents leaving the area for Further Education studies has significantly reduced from 125 to 34 over the last four years. This, alongside recent national policy changes which will see young people expected to remain in education or training until age 17 years in 2013 and 18 years in 2015 may have particular implications for York College and the City's other post 16 provision.

Skills and Training

Targeted recruitment and training offers the potential to assist local economies and develop higher skills levels within the existing workforce. Importantly, targeted recruitment and training also has direct benefits for communities through reducing worklessness, social deprivation and social exclusion by reaching out to those furthest from the labour market. Local Authorities have a vital role in supporting these groups of residents through the development of services to support the essential networks and partnerships which link together third sector providers of support to these residents. Targeted recruitment and training contributes to meeting several of the aims of the Council's Corporate and Sustainable Community Strategies including ensuring employment rates remain high and local people benefit from job opportunities, enhancing skills levels and achieving social progress by tackling social exclusion.

Increasing apprenticeships has been a key priority for the Council for a number of years. The *York Local Area Statement of Need September 2012: For the Provision of learning for young people aged 14-19 or aged up to 25 subject to a learning difficulty assessment (2012)* highlights that there have been increases in participation in apprenticeships amongst 16 to 18 year olds and that the highest

number of starts are in the sectors of hairdressing, construction, hospitality and catering, childcare, business and administration and retail. The latest figures show a 14% change in start up rates in York compared to a national increase of only 3%. However, with the growing need to provide flexible learning options in different 'non traditional' learning environments apprenticeships remain an important offer.

From a spatial planning perspective, targeted recruitment and training, including apprenticeships, can be supported through the development process and in particular through the construction of major developments.

Preferred Approach

Policy EST1: Preschool, Primary and Secondary Education

The Local Plan will:

- i. facilitate the provision of sufficient modern education facilities for the delivery of preschool, primary and secondary school education to meet an identified need and address deficiencies in existing facilities. Including new provision, where required, to support strategic housing allocations (as identified in the Spatial Strategy) and any future developments of Academies and Free Schools which reflect the aspirations of local communities ;
- ii. require any new schools to be in locations that are accessible by sustainable means of transport from the communities they are intending to serve and not have a significant adverse impact on the amenities of neighbouring property;
- iii. ensure that all new schools have sufficient and appropriate playing field provision and take opportunities to deliver additional playing fields for existing schools identified as having a deficiency, as part of new developments in the vicinity of the schools; and
- iv. require school design and support modifications which allow community access to their facilities in areas where there are deficiencies of community leisure and sports facilities.

14.1 Providing choice in sufficient and suitably modern accommodation will help to increase educational attainment to equip communities and local people with the right skills for the jobs available, both now and in the future. As such, proposals for additional educational facilities will be welcomed by the Council if requirements are identified following assessment of need, and for Academies and Free Schools if their development reflects the aspirations of local communities.

14.2 Given the scale and location of future housing development and projected increases in birth rates the Local Plan must ensure there are sufficient modern preschool, primary and secondary education facilities across the city. This includes the provision of teaching operations, sports and cultural provision, as highlighted in ongoing work to support the emerging School Place Planning Framework. Alongside any new provision, the Local Plan will also facilitate the development of existing schools to deliver quality, modern education facilities with new or increased community access were possible. This will include exploring deficiencies

experienced by existing schools such as inadequate premises/sites. In some cases it may be necessary to identify new sites to accommodate replacement schools.

- 14.3 This policy requires all new schools to have adequate playing field provision. As identified in the *School Playing Fields Assessment Technical Paper (2010)* a number of existing schools are already underprovided for, this policy also seeks to ensure that any opportunities to increase or improve playing field provision as a result of a development within the vicinity of schools that have a deficiency are pursued. Playing field provision will be judged against the latest national school playing fields and pitches standards.

Policy EST2: Further and Higher Education

The continued success of all further and higher education institutions is supported, including any further expansion of their teaching and research operations, other facilities and student accommodation at their existing sites and campuses as shown on the Proposals Map, namely:

- York College - including land for future expansion. Anticipated growth at York College and continued delivery of its facilities on one site through expanding built development beyond the existing site will be facilitated through the Local Plan. Sufficient land has been identified to facilitate anticipated growth at York College and continued delivery of its facilities at one location.
- University of York - including Heslington East and West campuses.
- York St. John University.
- College of Law.
- Askham Bryan College - including land for future expansion.

- 14.4 The continued success of York College will be supported by the Council, both as a further education establishment and its role in offering higher education courses..
- 14.5 In recognition of the important role higher education plays within the city the continued success of the city's two universities (University of York and York St John University - detailed policies are provided in Section 15 'Universities'), alongside the city's other higher education institutions (Askham Bryan College and the College of Law) will be facilitated.' These establishments, and in particular the universities, are rooted as institutions and have long standing physical, social and economic relationships with the city. The Council will continue to support their success through facilitating any future expansion at their current sites and campuses. Askham Bryan College has historically been identified as a major developed site in the Green Belt. It is proposed to expand the area identified in this way to allow the College to develop its operations whilst at the same time maintaining the lands Green Belt Status. For more information on the Plan's approach to major developed sites in the Green Belt please see Section 18 'Green Belt'.
- 14.6 It is important that increases in higher education student numbers through any future expansion are matched by increases in student accommodation. For more information on the Plan's approach to student housing please see Section 12 'Aiding Choice in the Housing Market'.

Policy EST3: Community Access to Sports and Cultural Facilities on Education Sites

The development of new high quality education and related facilities which propose community use of their facilities will be expected. Through the development process, agreements for wider community access to existing sports and cultural facilities on all education sites will be secured, unless a local sufficiency can be demonstrated.

The loss of existing community access will be resisted unless it can be demonstrated that there is no continuing demand from the community for the facilities or alternative provision can be made.

- 14.7 The purpose of Policy EST3 is to secure and promote wider community access for all sections of the community to education facilities to continue to ensure they remain rooted in the communities they are located within. Sports halls are often included as supporting facilities at schools and colleges, it is important that the Council maximises any opportunities to obtain community access to as many facilities as possible, both sporting and cultural.

Policy EST4: Targeted Recruitment and Training

Economic and social benefits for local communities will be created through construction training and targeted recruitment linked to the development process. This will be achieved through building linkages between developers, contractors and jobseekers via the construction of major developments.

Planning applications for schemes with a likely construction cost of £1million and above will be subject to an assessment to consider the skills and training requirements in the construction of the project against the local labour market. Applicants will be expected to enter into a Section 106 Agreement to ensure, where feasible and viable, training opportunities are provided and labour is locally sourced.

- 14.8 Policy EST4 refers to construction in its widest sense, to include any related development industry during the construction phase of the development. This can range from the physical construction of buildings to landscaping.
- 14.9 The procurement process for building contractors will be used where possible to identify and implement skills development initiatives, ensuring that employment and training outcomes are integral to major public sector construction contracts. This will provide opportunities to expand apprenticeships and work based learning. Building upon this, alongside exemplar training schemes in place through the University of York expansion at Heslington East, developments in the city with a construction cost of £1million and above will be assessed and where required, provide targeted recruitment and training as part of the proposals. This will be secured via a Section 106 Agreement.

- 14.10 The types of activities that may be appropriate include apprenticeships and upskilling the current company workforce. It is anticipated that some activities will involve a direct link to the development site through on-site training and visits whilst others may be more appropriate off-site.
- 14.11 To ensure local residents benefit from the employment and training opportunities created during the construction of large developments the Council, in collaboration with Higher York, will assess each proposal individually to make better use of local talent. The Council will also work closely with developers and their contractors to find opportunities within their procurement schedules for local companies, such as sourcing local materials and suppliers during the construction phase of the development. It is proposed that a Sustainable Design and Construction Supplementary Planning Document will be produced which will provide additional information and detail.

Policy Links

- Section 8 'Economy'
- Section 13 'Community Facilities'
- Section 15 'Universities'
- Section 16 'Design and the Historic Environment'
- Section 18 'Green Belt'
- Section 20 'Climate Change'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Education Facilities

1. Rely on the National Planning Policy Framework (NPPF) to guide development of education facilities
2. **Local policy to guide development of education facilities (this is our preferred approach)**

Education accessibility

1. Rely on NPPF to guide education provision and accessibility in relation to new development
2. **Provide generic local criteria to guide education provision and accessibility in relation to new development (this is our preferred approach)**
3. Provide detailed local criteria to guide education provision and accessibility in relation to new development

Provision of Skills and Training Opportunities

1. Require all new developments to contribute to skills and training, on or off site
2. **Require only developments with a construction cost of £1million or more to provide skills and training opportunities, on or off site (this is our preferred approach)**

Question14.1 This is our preferred approach to education, skills and training, do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 15: Universities

National Planning Policy Framework

National Guidance says that:

- a proactive, positive and collaborative approach should be taken to development that will widen choice in education (Paragraph 72).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- given the scale Green Belt development that has occurred over recent years such as the University expansion it is considered that no further development should occur on Green Belt land, however others welcomed the exclusion of areas of land from the Green Belt, such as land at the University of York; and
- too much emphasis is placed on the expansion of the University of York, at the expense of other establishments, such as York St John University.

Key Evidence Base

- York St. John University Strategy for Sport 2012- 2015 (2012)
- York St. John University: Our Strategy 2012-2015 (2012)
- 2008/00005/OUT: Heslington East Outline Planning Consent, as implemented Development Brief: Heslington East University of York Campus (2004)
- University of York Heslington Campus Development Brief for Future Expansion (1999)

Local Context

University of York

As one of the leading higher education institutions, the University needs to continue to facilitate growth, within the context of its landscaped setting which gives it a special character and quality, to guarantee its future contribution to the need for education and research and to the local, regional and national economies. In maintaining this potential for growth, the University is fulfilling the policy imperatives emanating from national government and is helping to contribute towards local and regional development objectives. As it reaches its 50th year in 2013 the University of York is planning for the next 50 years.

It will be important to ensure that existing facilities at the university meet the requirements of a modern higher education institution. Older buildings on the Heslington West campus date from the 1960s and 1970s and are coming to the end of their useful life. For example, student study bedrooms do not meet the aspirations of most modern students and the academic spaces are constrained by the original buildings design. Following a thorough condition survey by the University of York it has been determined that the majority of the original Clasp building stock at Heslington West should be replaced.

It was anticipated that the Heslington East Campus Extension would meet the University's expansion needs over a 15 to 20 year planning horizon and enable student numbers to increase to 15,400, staff to grow to 4,500 and incubator and related research institute employees to be around 4,000. Since the scheme was approved there has been an economic down turn and the anticipated demand for third party employers to locate to the site has not materialised to date. However, there has been a strong demand from students wanting to study at York to which the University continues to respond.

It is important that any increases in student numbers are matched by increases in student accommodation. This should, where possible, be on campus, or in locations with good public transport, walking and cycling links to the university.

York St. John's University

York St John University has roots going back to the 1840s. It's centrally located by the historic medieval walls of the city and has an impressive mix of historic Victorian and modern buildings, set in award winning gardens. The University has benefited from almost £75 million of strategic investment in new facilities over the past ten years to develop a well resourced city centre campus. This development has enabled the University to provide an up to date teaching and learning environment. The RIBA award winning £15 million De Grey Court, positioned as a gateway to the University from City of York provides an exciting range of teaching facilities, lecture theatres and seminar rooms as well as a graduate centre. It also supports partnership work across York, thereby further contributing to the economic and social development of the city.

As for the University of York, it is important that any increases in student numbers at York St. John University are matched by increases in student accommodation.

Land at Mille Crux, Haxby Road has a long history of sports related use including athletics, cricket, rugby and outdoor bowls. For many years the 13.1ha site, together with the adjacent 9.7ha Northfields sports fields, was owned and managed by Rowntree and then Nestlé predominantly for the use of Company employees with some access by local community sports teams. In between Mille Crux and Northfields is a 2.1ha site which was occupied by the former Bio-Rad Factory, which was demolished several years ago. York St. John's University intend to create a multi-million pound centre for sporting excellence on these sites via major financial investment in buildings and facilities.

Preferred Approach

University of York

Policy U1: University of York Campuses

To ensure the continuing development of the University of York, the following range of higher education and related uses will be permitted on the University's campuses, as identified on the Proposals Map:

- academic, teaching, research and continuing professional development facilities;
- residential accommodation for staff and students;
- arts, cultural, sports and social facilities ancillary to higher education uses;
- conferences;
- knowledge based activities which need to be located on the campuses due to sharing of research work, personnel or other university related functions; and
- any other uses which are considered to be ancillary to the university including support services for the uses identified above

In accordance with Policy ACHM5: Student Housing, the University of York must address the need for any additional student accommodation which arises because of their future expansion. Provision will be expected to be made on campus in the first instance or otherwise on allocated sites managed by the institution in question or linked to purpose built dedicated private sector accommodation.

- 15.1 To ensure that the existing campuses forming the University of York make a full contribution to the life of the city, it is important that they continue to be used for predominantly educational and related uses. It is also vital that opportunities are maintained for the University's cultural, social and sports facilities to be used by the wider public.
- 15.2 Knowledge based activities, including Science City York Uses must demonstrate that they need to be located on the site due to aspects such as sharing of research and development ideas, resources or personnel, or undertaking of research activities within the University of York. Science City York Uses that will be acceptable on the site are defined as being those:
- which operate within a high technology sector and/or engage in innovative activities; and
 - which have a focus on research and development, product or process design, applications engineering, high level technical support or consultancy; and
 - where a minimum of 15% of the staff employed are qualified scientists or engineers (qualified scientists or engineers are those qualified to at least graduate level in physical, biological, social sciences or humanities disciplines related to the work of Science City York).

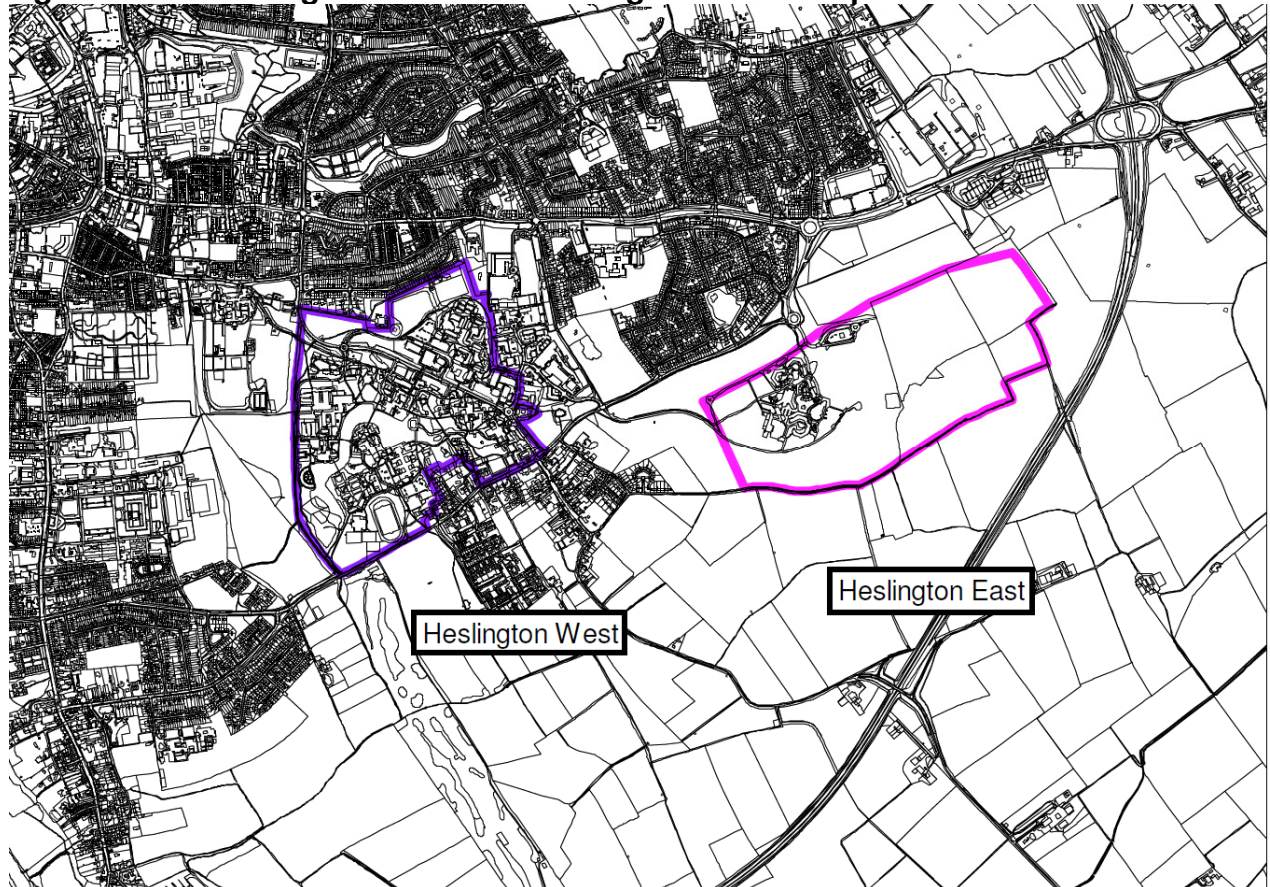
Policy U2: Heslington West

To maintain the character of the University of York Heslington West campus, proposals for extension and redevelopment of existing buildings and the construction of new buildings will be allowed within the following parameters:

- the developed footprint (buildings and car parking only) shall not exceed 20% of the total site area, unless for an agreed temporary period during the implementation of proposals;
- the heights of buildings shall be appropriate to their surroundings and not exceed the height of any adjacent mature tree canopies unless a greater height can be justified in relation to a proposed iconic or landmark building;
- the landscape is conserved and enhanced;
- general car parking (excluding accessible parking spaces) shall not exceed 1,520 spaces and managed in accordance with the agreed parking strategy;
- the provision of an adequate internal cycle and non car based transport network; and
- the level of student housing capacity is retained at 3,586 bed spaces.

- 15.3 The University of York Heslington West Campus is shown overleaf at Figure 15.1. To ensure that university buildings on Heslington West meet the requirements of a modern higher education institution the replacement of buildings that are no longer fit for purpose will be supported. Proposals for extension or redevelopment should be in accordance with the provisions of the *University of York Heslington Campus Development Brief for Future Expansion (1999)*, the principles of which are set out in Policy U2 above. For information on the uses permitted at Heslington West please see Policy U1 above.
- 15.4 In accordance with the Section 106 legal agreement for Heslington East, the level of student housing capacity at Heslington West must be retained at the level as at the date of the agreement. Student housing capacity at Heslington West has been established at 3,586 bedspaces.

Figure 15.1: Hestlington West and Hestlington East Campuses.



Policy U3: Hestlington East

The Council will support the continuing development of the University of York Hestlington East campus, in accordance with the outline planning consent as implemented (2008/00005/OUT) and the Section 106 legal agreement for the development.

Any subsequent amendments must also be in accordance with the uses outlined in Policy U1 and ensure that scale, layout and design contribute to a high quality education environment. Any amendment must also reflect the parkland setting, complementary to Hestlington West campus and be sensitive to its Green Belt surroundings, including the setting of Hestlington village.

- 15.5 The University of York Hestlington East Campus is shown at Figure 15.1. The outline planning consent as implemented (08/00005/OUT) and the Section 106 legal agreement provide the context for development at Hestlington East. Principles of development include the designation of 65 ha for development at 23% density; maximum heights of buildings; restricted car parking; and provision of a campus-wide sustainable transport system. Proposals at Hestlington East will be determined in accordance these documents. For information on the uses permitted at Hestlington East please see Policy U1 above.

York St. John University

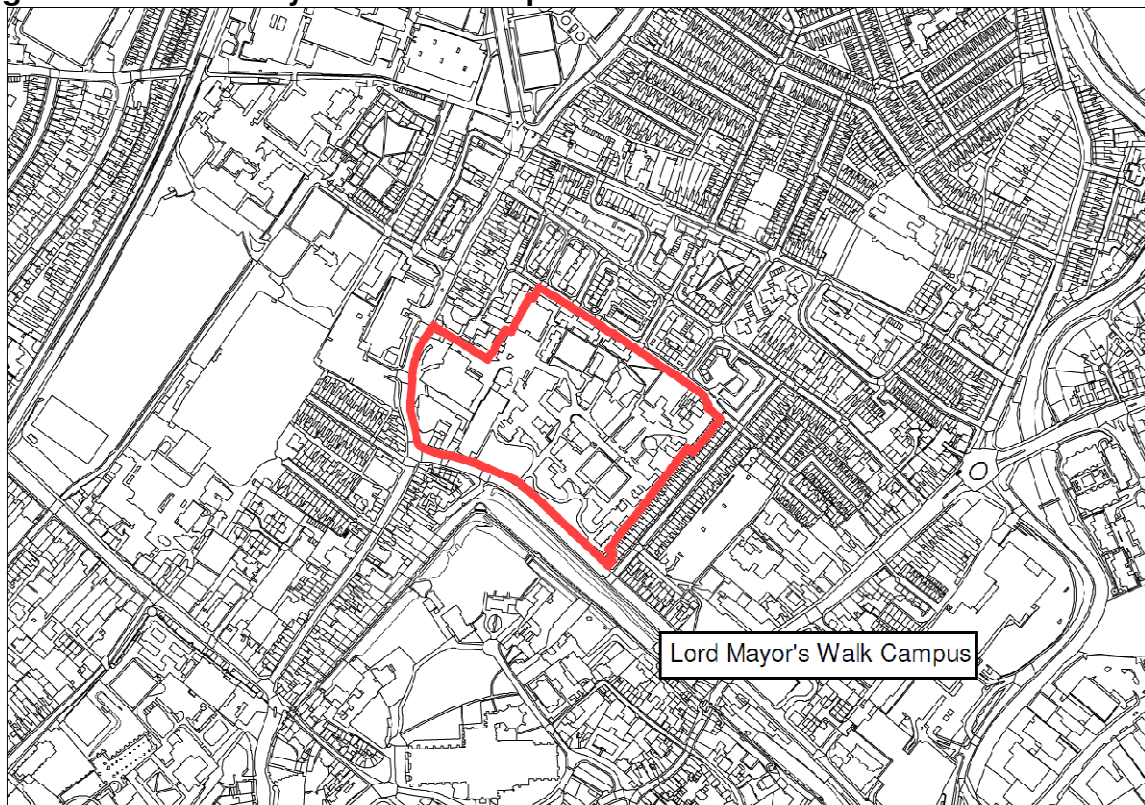
Policy U4: Lord Mayor's Walk

The development and redevelopment of York St John University's Lord Mayor's Walk campus, as identified on the Proposals Map, will be permitted provided that it is limited to higher education and related uses and its design takes into account the sensitive location of the campus.

In accordance with Policy ACHM5: Student Housing, York St. John University must address the need for any additional student accommodation which arises because of their future expansion. Provision will be expected to be made on campus in the first instance or otherwise on allocated sites managed by the institution in question or linked to purpose built dedicated private sector accommodation.

- 15.6 Ongoing renewal and redevelopment of York St. John University existing campus to meet education needs will be supported. This includes providing high quality buildings, providing safe, accessible facilities, enhancing the environmental quality of the estate and ensuring optimal use of the campus. Given the seven Grade II listed buildings within the campus it is important that proposals take account of the sensitive location and its setting. Figure 15.2 overleaf shows the location of the campus. For more information on the Plan's approach to development which affects listed buildings and their setting please see Section 16 'Design and the Historic Environment'.

Figure 15.2: Lord Mayor's Walk Campus



Policy U5: York St. John University Allocations

The following sites at Haxby Road are allocated for educational and ancillary community uses by York St. John University, as shown on the Proposals Map:

- land at Mille Crux;
- land at Northfields; and
- former Bio-rad site.

Appropriate uses of the allocated sites include:

- outdoor sports facilities, together with associated car and cycle parking and floodlighting;
- appropriate indoor sports facilities; and
- Other outdoor recreational activity.

- 15.7 Allocation of the 13.1ha site on land at Mille Crux for educational use reflects York St. John University's ambitions and supports the major investment proposed by the university. It will assist the University in fulfilling major aims of its Strategy for Sport 2012-2015, including the improvement of indoor and outdoor sports facilities that support the University's size and ambitions, and enable it to accommodate community teams to provide more opportunities for sport benefitting students and York residents.
- 15.8 The 9.7ha site on land at Northfields. Haxby has a long history of sports related use including rugby and football. The site has been allocated for educational use by York St. John University as part of the university's centre for sporting excellence. Ancillary pavilions, changing facilities and indoor sports facilities will be permitted.
- 15.9 The allocation of 2.1ha former Bio-Rad site for indoor and outdoor sports will complement the proposals for the Mille Crux site as an educational establishment.

Policy Links

- Section 6 'City Centre'
- Section 8 'Economy'
- Section 14 'Education, Skills and Training'
- Section 16 'Design and the Historic Environment'
- Section 23 'Transport'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Form and Location of University Development

1. Rely on National Planning Policy Framework policies to guide form and location of university development
2. Provide generic local criteria to guide form and location of university development
3. **Provide detailed local criteria to guide form and location of university development (this is our preferred approach)**

Question 15.1 This is our preferred approach to the universities do you think this is appropriate or should one of the alternatives or a different approach be taken?



This section looks at how history has shaped our city and how we are going to plan development in the future whilst protecting the important historic buildings and landscape.

It looks at issues which are important aspects of the environment such as wildlife sites and open space and how they can be conserved and enhanced.

The section also looks at the opportunities offered by the city's natural resources whilst protecting current and future residents from environmental impacts.

PROTECT THE ENVIRONMENT

Section 16: Design and the Historic Environment

National Planning Policy Framework

National Guidance says that:

- planning should always seek to secure high quality design (Paragraph 17);
- pursuing sustainable development will involve seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life which can include replacing poor design with better design (Paragraph 9);
- good design is a key aspect of sustainable development. It is indivisible from good planning and should contribute positively to making places better for people (Paragraph 56);
- planning policies and decisions should aim to ensure that developments:
 - will function well and add to the overall quality of the area over the lifetime of the development;
 - establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
 - optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses and support local facilities and transport networks;
 - respond to local character and history and reflect the identity of local surroundings and materials while not preventing or discouraging appropriate innovation;
 - create safe and accessible environments; and
 - are visually attractive (Paragraph 58);
- planning policies should address the connections between people and places and the integration of new development into the natural, built and historic environment (Paragraph 61);
- Local Plans should include a positive strategy for the conservation and enjoyment of the historic environment. This should take into account: the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring and the character of a place (Paragraph 126);
- applicants should describe the significance of any heritage assets affected, including any contribution made by their setting (Paragraph 128);
- great weight should be given to designated heritage assets when considering the impact of a proposed development (Paragraph 132); and
- where a proposed development will lead to substantial harm to or the total loss of significance of a designated heritage asset consent should be refused, unless it can be demonstrated that the harm or loss is necessary to achieve substantial public benefits (Paragraph 133).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- the previous approach of preserving and enhancing York's special character was strongly supported, although some felt that a contemporary approach to modern development could be taken and that design quality was a critical factor.
- the role of the green belt and building height control was important with regard to controlling impacts of new development on the historic environment;
- there was concern over the impact of development based on the previous levels of growth outlined;
- more detail is needed in terms of the vulnerability of different aspects of York's special built and natural environment, and the capacity to accommodate change without harm; and
- a Local Heritage List for York is important.

Key Evidence Base

- Heritage Topic Paper (2013)
- Consultation Draft City of York Streetscape Strategy and Guidance (2013)
- Consultation Draft Local Heritage List for York Supplementary Planning Document (2013)
- Constructive Conservation (2013)
- PPS5: Planning for the Historic Environment Practice Guide Revision Note (2012)
- Heritage in Local Plans: How to Create A Sound Plan Under the NPPF (2012)
- York Central Historic Core Conservation Area Appraisal (2011)
- Seeing the History in the View (2011)
- The Setting of Heritage Assets (2011)
- Conservation Principles Policies and Guidance (2008)
- York City Walls Conservation Plan and Access and Interpretation Plan (2005)
- The York Development and Archaeology Study (1991)

Local Context

York is a world class city with the only complete medieval city walls in England. It is almost unique in England with its easily recognisable medieval street pattern, 2000 years of unbroken urban development, rich and varied historic archives, the largest and grandest of northern Europe's Gothic cathedrals and has one of the highest concentrations of designated heritage assets in England. It has well preserved and deep archaeological deposits, its story is unusually rich, well documented and widely published. The Council recognises that the historic environment:

- is a key economic driver through tourism as well as defining the city as a significant place to live, work and enjoy;
- directly provides employment;
- underpins the city's national and international profile;

- contributes significantly to the national story through knowledge, education, and understanding; and
- is a model for sustainable growth.

The following characteristics have been identified as being of strategic importance to the significance of York and are key considerations for the enhancement and growth of the city:

- the city's strong urban form, townscape, layout of streets and squares, building plots, alleyways, arterial routes, and parks and gardens;
- the city's compactness;
- the city's landmark monuments, in particular the City Walls and Bars, the Minster, churches, guildhalls, Clifford's Tower, the main railway station and other structures associated with the city's railway, chocolate manufacturing heritage;
- the city's architectural character, this rich diversity of age and construction, displays variety and order and is accompanied by a wealth of detail in window and door openings; bay rhythms; chimneys and roofscape; brick; stone; timber; ranges; gables; ironwork; passageways; and rear yards and gardens;
- the city's archaeological complexity: the extensive and internationally important archaeological deposits beneath the city. Where development is permitted, the potential to utilise this resource for socio-economic and educational purposes for the benefit of both York's communities and those of the wider archaeological sector should be explored; and
- the city's landscape and setting within its rural hinterland and the open green strays and river corridors and lngs, which penetrate into the heart of the urban area, breaking up the city's built form.

These characteristics define the city and set the city apart from other similar cities in England. They were distilled through a forensic approach, including detailed assessment and analysis which is set out in the *Heritage Topic Paper (2013)* which also includes a more detailed explanation of each characteristic.

Preferred Approach

Policy DHE1: Design and the Historic Environment

The Council recognises the outstanding quality of the historic environment, its inherent value to the city and the central role it plays in York's economic success. York's special qualities are key considerations in determining the design implications of development and the Council encourages and supports proposals that:

- i. set out through high quality and inclusive design to improve degraded urban and natural environments, enhance York's special qualities and better reveal the significances of the historic environment;
- ii. promote high quality standards of contemporary design in buildings and the spaces between them in response to York's special qualities, in terms of:

- a) urban grain, respecting the historic arrangement of street blocks, plots and buildings in determining the texture of the city;
- b) urban structure, the framework of routes and spaces connecting locally and more widely;
- c) the character and appearance of landscape, city parks, landforms, open space, planting boundaries and treatment;
- d) density and mix, allowing for the provision of appropriate on-site amenity space. In particular, conversions into flats or houses should provide satisfactory levels of amenity for future occupiers;
- e) scale, in relation to its surroundings, key views, and skylines, in particular the prominence of York Minster both from within the city and in longer distance views across the open countryside including views from key transport routes and green corridors around or into the city;
- f) massing in relation to other buildings and spaces, particularly buildings of architectural or historic significance; and
- g) the texture, colour, pattern and durability of materials, and techniques and elements of detailing used.

Development proposals that fail to take account of York's special qualities and the opportunities for improving and enhancing the character and quality of an area will normally be refused.

- 16.1 The Council has a clear understanding of what makes the city special and what factors contribute to character and significance and new developments can have and adverse, neutral or positive impact. There are a number of existing studies that will assist the process of analysing character and significance and they should always be used to guide development proposals; the most significant are the *York Central Historic Core Conservation Area Appraisal (2011)*, the *Consultation Draft York Streetscape Strategy and Guidance (2013)* and the emerging Historic Environment Characterisation Project.
- 16.2 Good design is synonymous with sustainable design and the choice of materials, layout, form, function and integration of renewable energy measures are important considerations. Buildings and places should always be built to last. Design is not just about the aesthetics of a building. Design is important in the quality of public spaces, how easy it is to move through them, how legible and adaptable places are and how existing character is responded to. It is especially important for development proposals to respond to York's special qualities, character and significance whether in the historic core or at the edges of the urban area and in rural; village communities. Although York is famous for its historic assets it is important that 21st century developments continue to add richness and diversity to its existing corpus of buildings reflecting changes in socio-economic and environmental circumstances and which are meaningful in the York context. Architectural diversity is one of the six principal characteristics defined in the *Heritage Topic Paper (2013)*. The Council for Architecture and the Built Environment (CABE) has published extensively on the subject of design and developers and their agents are recommended to consult these documents, in particular, *By Design* published by CABE in 2000.

Policy DHE2: Heritage Assets

Development proposals will be encouraged and supported where they are:

- i. designed to conserve, enhance, and add value to the special qualities and significance of York's historic environment, including designated and non-designated heritage assets and their settings;
- ii. accompanied by detailed evidence based analysis that set out how the development will better reveal the significance of the heritage assets for public benefit; and
- iii. accompanied by a detailed evidence based heritage statement of significance that either, explains how the significance of heritage assets likely to be affected by development will not be substantially harmed, or that the public benefits of development clearly outweigh the harm.

- 16.3 Heritage assets are, by their nature finite and non-renewable and understanding the significance of them is fundamental to their conservation, management and enhancement. Statements of significance should be evidence based and include an assessment of heritage values as detailed in English Heritage's *Conservation Principles Policies and Guidance (2008)* which is considered to be appropriate guidance on this matter. Evidence may also need to be based on physical assessments of heritage assets. These physical assessments may take the form of standing building assessments or archaeological investigations of buried deposits and structures. In all cases these should be undertaken by appropriately qualified and skilled individuals and organisations preferably accredited by nationally recognised professional institutes or organisations. Other sources of evidence will include conservation area appraisals, documentary evidence, maps and plans, published research and, views analysis. The City of York Historic Environment Record should always be consulted and advice and guidance sought from the Council's historic environment specialists.
- 16.4 Statements of significance and other forms of assessment and research can make a valuable contribution to extending our understanding of York's character and significance as well as extending opportunities for visitors and citizens to engage with the city's past, present and future. The Council is committed to ensuring that public benefits will always outweigh harm to the historic environment. The Council is particularly keen to ensure that heritage assets can be sustained and enhanced by enabling viable uses consistent with their conservation, including sympathetic alterations to address occupant amenity and reductions in CO₂ emissions and identifying opportunities for revealing, and improving access to, previously hidden assets, consistent with their conservation.
- 16.5 The Council recognises that the majority of its heritage assets are undesignated, specifically its archaeological deposits and locally valued buildings, sites and spaces. The Council will prepare, through public consultation, a Local Heritage List Supplementary Planning Document of heritage assets that include buildings, monuments, sites, places, areas and landscapes. The 'Local Heritage List for York' will be a list of heritage assets that contribute to the special local architectural and historic character of the area and are valued by the community. Entries will represent locally distinctive features that contribute to the environmental, social and cultural

heritage of the York area. The Local Heritage List will be in addition to those buildings included in the Statutory List of Buildings of Special Architectural or Historic Interest, known as Listed Buildings that are considered by the Government and English Heritage to be of national importance. The *Consultation Draft Local Heritage List Supplementary Planning Document (2013)* sets out the criteria that will be used to assess whether any building, monument, site, place, area or landscape may be considered for inclusion in the Local Heritage List for York as a locally designated heritage asset. Nominated local heritage assets will need to meet one or more criteria to be considered for inclusion in the Local Heritage List for York

Policy DHE3: Landscape and Setting

Development proposals will be encouraged and supported where they:

- i. demonstrate a detailed evidence based understanding of landscape character and setting including individual significant natural and historic features such as land form, mature trees, hedges and historic boundaries;
- ii. conserve and enhance landscape quality and character, and the public's experience of it and make a positive contribution to York's special qualities;
- iii. create opportunities to enhance the public use and enjoyment of existing and proposed streets and open spaces;
- iv. successfully maintains and manages, significant existing landscape features, including mature trees, hedges and historic boundaries;
- v. include substantial, sustainable, practical, and high quality soft and hard landscape details and planting proposals that are clearly evidence based and make a positive contribution to the character of streets and spaces;
- vi. take full account of issues and recommendations in the York Landscape Character Appraisal;
- vii. avoids an adverse impact on intrinsically dark landscapes and landscapes and townscapes sensitive to excessive light pollution, keeping the visual presence of light fixtures and finishes to a minimum, avoiding light spill and sodium lighting; and
- viii. attains an appropriate aesthetic and functional proportionate relationship of scale between building and open space, garden or street.

16.6 Landscape and setting is a principal characteristic of York which includes the strays and lngs that penetrate the urban fabric as well as the city's rural hinterland. The City of York Council will expect evidence based landscape assessments to reference the Landscape Institute's Guidelines for Landscape and Visual Impact Assessment English Heritage's the *Setting of Heritage Assets (2011)* and the York Landscape Character Appraisal as well as conservation area appraisals and historic character assessments where they exist.

16.7 The European Landscape Convention (ELC) created by the Council of Europe and signed by the UK government in 2006, applies to all landscapes, towns and villages and open countryside, including ordinary landscapes and even downgraded landscapes, as well as those that are afforded protection. The ELC defines landscape as "an area, as perceived by people, whose character is the result of the action and interaction of natural and / or human factors" (Council of Europe 2000). It highlights the importance of protecting, managing, planning and creating landscapes;

and encourages a wider understanding and appreciation of landscapes, improved knowledge and care, as well as a sense of inspiration, well-being and connection between people and place. (www.naturalengland.org.uk)

- 16.8 The term 'landscape' includes both the built and open landscapes of the urban, suburban, and rural environment, streetscapes, and roofscapes. Landscape character is formed by a number of factors, such as topography, vegetation, land use, drainage, materials and buildings. It is important that a thorough understanding of the existing landscape features, character and quality is attained at a very early stage in order to appropriately inform the design process.
- 16.9 Elements such as street layout, architecture, materials, gardens, forecourts, verges, incidental spaces, village greens, boundary treatments, trees and other vegetation, lighting and street furniture can considerably influence landscape quality. Detailed landscape schemes will be required as part of development proposals since these are significant factors in the aesthetic and functional quality and success of a development, and its assimilation into the landscape context, and its contribution to the character and perceived quality of the greater area.

Policy DHE4: Building Heights and Views

Development proposals are expected to make a positive contribution to York's qualities, character and significance by:

- i. respecting York's skyline by ensuring that development proposals are designed and located in such a way that the visual dominance of the Minster or the City Centre roofscape is not significantly challenged;
- ii. demonstrating a detailed evidence based understanding of landscape setting including key views so that development proposals respond positively to local building height and massing character and landscape context;
- iii. designing new buildings that integrate roof-top plant into the overall building design avoiding visually detracting roof top plant;
- iv. protecting the city's key views as defined in the York Central Historic Core Conservation Area Appraisal key views analysis;
- v. respects and enhances views of landmark buildings or important vistas;
- vi. realises opportunities for creating or revealing new public views.

- 16.10 The dominance of the Minster and its commanding presence in views of the City is one of the defining characteristics highlighted above. The *York Central Historic Core Conservation Area Appraisal (2011)* highlights key views. The significance of these should be a primary consideration in assessing the impact of any development proposals in accordance with the methodology set out in this character appraisal and detailed guidance in English Heritage's *Seeing History in the View (2011)*. The majority of York's built environment is 'low rise'. The introduction of taller buildings is not to be precluded, but their presence in the cityscape should be carefully considered, so as to enhance the character of the city.
- 16.11 There are a number of long views, for example towards the Minster and the city from the ring road that exemplify the setting of York. There are also long distance views out of the city to the Wolds, from elevated locations that enlighten the viewer as to

the wider context of the city. Consideration could also be given to elevated views of York's interesting roofscape from within buildings or on top of structures, particularly those with public access.

Policy DHE5: Streets and Spaces

Development proposals will be supported where they:

- i. promote public pedestrian and cyclist movement and establish natural patterns of connectivity with the fabric of the city. Proposals should also promote the enhancement of or creation of public space. Spaces and routes must be attractive, safe, uncluttered and easy to move through for all. Access to buildings, particularly public buildings, should be via clear and legible routes clearly prioritising pedestrians and cyclists over vehicles; and
- ii. are designed to improve the quality of the public realm and the wider environment for all and where they follow the principles set out in the Consultation Draft City of York Streetscape Strategy and Guidance (2013).

16.12 A successful environment is one where people are placed at the centre of its design and use. The Council's *Local Transport Plan 3 (2011)* highlights a hierarchy of transport users where pedestrians and cyclists should be given priority over motorised traffic in the city's streets and spaces. The design of enhanced or new public spaces should consider how people orientate themselves and how they can find their way around and through. In particular this should always involve the interests and concerns of communities of interest as defined in the 2010 Disability Act, This will enhance people's experiences of York, whether resident or visitor and will help to explain York better.

16.13 Public spaces are "breathing spaces" which contrast spatially with the tighter urban fabric. They should be uncluttered to maximise their benefit and use. Schemes should be designed to support the primary function of the space without eroding the sense of communal ownership. Detailed design should encourage people-friendly environments, allowing for rest as well as activity.

Policy DHE6: Conservation Areas

Development proposals within conservation areas will be supported where they:

- i. are designed to conserve and enhance the special character and appearance of the conservation area and its setting including key views; and
- ii. are accompanied by an appropriate evidence based assessment of the conservation area's special qualities, proportionate to the size and impact of the development and sufficient to ensure that impacts of the proposals are clearly understood.

Outline planning applications within or adjacent to conservation areas will not be supported.

Changes of use will be supported when it has been demonstrated that the primary uses can no longer be sustained, where the proposed new use would not significantly harm the special qualities and significance of the place, and where proposed changes of use will enhance and add value.

Consent will be resisted for the demolition of buildings which make a positive contribution to the conservation area.

- 16.14 Conservation areas are defined in the Planning (Listed Buildings and Conservation Areas) Act 1990 as 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'. They are designated by the Local Authority, normally with public support, in recognition of their special value in the local context. They enjoy statutory protection through the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 16.15 The 'special interest' (special qualities and significance) that justifies designation is set out in designation statements prepared by the City of York Council. More detailed character appraisals have been prepared for some conservation areas, in particular the historic core. The Local Authority will promote the preparation of conservation area appraisals in the following circumstances:
- when major development sites affect conservation areas, the Council will expect development proposals to be preceded by the preparation of conservation area appraisals. Appraisals should be commissioned by developers and carried out by appropriately qualified individuals or organisations following English Heritage guidelines on conservation area appraisals.
 - land-holders with conservation areas within their estates will be encouraged to commission appraisals to better inform management of the estate and to enable future developments to reinforce its special qualities.
 - appraisals should be prepared when neighbourhood plans are being developed which affect conservation areas.
- 16.16 Conservation area appraisals are different from the heritage statements required for development proposals affecting archaeology or listed buildings in that they consider slightly different issues. English Heritage's 2012 publication, Understanding Place: Conservation Area Designation, Appraisal and Management, gives useful guidance.
- 16.17 Whilst it is the quality and interest of an area as a whole which is recognised through designation, it is often the cumulative impacts of small changes over time which can erode the special qualities and significance of a place.
- 16.18 The character of a conservation area is not only formed by buildings and spaces, but also by the land uses - the resultant activities, their characteristic patterns and forms and the ambience they create. Some uses however may bring harm and proposed changes of use can either erode character or offer opportunities for enhancing and adding value. It is important that proposed changes of use can identify opportunities for enhancement as well as ensuring the special qualities and significance of place are not harmed. Conversion schemes should respect the scale, proportion, material and detail of original character.

- 16.19 Consent for the demolition of undesignated structures and buildings which make a positive contribution to the conservation area will be exceptional and where permitted, will not take place until a contract for implementing redevelopment and/or restoration of the site has been agreed and planning permission for those works has been obtained.

Policy DHE7: Listed Buildings

Proposals affecting listed buildings (designated heritage assets) will be supported where they:

- i. conserve, enhance and add value to the special architectural or historic interest of the building and its setting, including key views, approaches and aspects of the immediate and wider environment that are intrinsic to its value and significance; and
- ii. are accompanied by an evidence based heritage statement which includes a statement of significance proportionate to the scale and nature of the proposed works.

Alterations and extensions to listed buildings will generally be supported when they do not harm the special architectural or historic interest of the building or its setting, and when proposals have clear and convincing justification, including beneficial uses of redundant or 'at risk' buildings, and sympathetic proposals for carbon reduction.

As the purpose of listing a building is to conserve it for future generations, demolition should be wholly exceptional, requiring the strongest justification.

- 16.20 Listed buildings are irreplaceable heritage assets which are recognised as being of special architectural or historic interest in the national context. They are identified on the National Heritage List for England held by DCMS. Buildings on the list enjoy statutory protection through the Planning (Listed Buildings and Conservation Areas) Act 1990. Protection extends to the whole building, inside and outside, its curtilage and certain structures within its domain. The majority of works to listed buildings require listed building consent (in addition to any other consent required through planning legislation).

- 16.21 Applications should be supported by a Heritage Statement covering the following:

- analysis of the significance of the building relevant to the areas of proposed change. This should convey an understanding of the asset's evidential, historical, aesthetic and communal values as detailed in English Heritage's *Conservation Principles*. It should be noted that the official list description is not a statement of significance;
- an assessment of the impact of development proposals on the special interest (significance and values) of the building;
- an explanation of why the proposed works are desirable or necessary; and
- where proposals appear to cause harm to significant aspects of the building, why less harmful ways of achieving desired outcomes have been discounted or are undeliverable. The greater the harm the stronger the justification should be.

- 16.22 The majority of historic buildings are capable of carefully considered adaptation and the Council is fully supportive of proposals that help conserve and enhance the city's heritage assets for future generations to enjoy. However there will be occasions when changes cannot be justified because adverse impacts are too severe and the special architectural or historic interest will be lost. Demolition of listed buildings should be wholly exceptional and require the strongest justification. However it is recognised that with imagination, the retention and reuse of important historic buildings can give form and distinctiveness to regeneration areas leading to quality of place and economic success.
- 16.23 Minor repairs to listed buildings do not require consent, if they are carried out to a high standard of workmanship using materials and techniques that match the original. Major repairs that would depart from this approach will usually require consent.

Policy DHE8: Shopfronts in Historic Locations

Proposals to alter or replace shopfronts in historic locations will be supported where they:

- i. conserve, enhance and add value to the special qualities and significance of the building and area; and
- ii. are sympathetically designed using high quality materials and are an appropriate scale.

Proposals that set out to remove, replace or substantially harm shop fronts of high quality design or of historic interest will not be supported.

- 16.24 Well designed attractive shopfronts make an important contribution to the character of an area as well as to individual buildings across the city. Within the central historic core conservation area, the survival of historic shopfronts is particularly high, and there are many examples of high quality contemporary design; together they make an important contribution to the special architectural and historic interest of this thriving retail area.
- 16.25 Where existing shopfronts are of indifferent or poor quality, replacement with shopfronts of high quality design and materials which complement the design and proportions of the host building will be encouraged. The Council is particularly keen to see all its secondary shopping areas enhanced through the use of well designed shopfronts.

Policy DHE9: Advertisements in Historic Locations

Permission will be granted for the display of advertisements where they:

- i. are of a scale, design, materials, finish and illumination that will not cause harm to visual or residential amenity and will respect the appearance of a building or the street scene in urban areas and villages; and
- ii. will not create a public safety issue.

Within conservation areas or on buildings identified as heritage assets, illumination will only be supported where the following criteria are met:

- a) the method of illumination forms an integral part of the design of the host building;
- b) the premises trade as part of the evening economy; and
- c) illumination of the advertisement preserves the historic character and appearance of the area.

- 16.26 Advertisements play an important role in promoting economic vitality, and where well designed, they can make a positive contribution to the street scene. At the same time a proliferation of signs can be unsightly, distracting and damaging to the appearance of the building, street or area.
- 16.27 Advertisements should be designed and located to avoid conflict with the historic character and appearance of heritage assets including conservation areas. For example, internally illuminated box signs will not be supported on buildings identified as heritage assets or in conservation areas because of their adverse impact on character and significance. In some streets, advertisements sign written directly onto the facia remain the prevailing form, adding to the historic character of the area. In these locations, other forms of facia signage will not be supported unless appropriate to the character of the host building. Banners and high level signs will also not be supported. Exceptions may be made for special one-off or annual events which promote the city's economy. Hanging signs, where appropriate, should generally be restricted to one on the street frontage.
- 16.28 There are streets within the central historic core conservation area, and across the district, where there is little illuminated signage. In these instances, the proliferation of illuminated signs would undermine the historic character and appearance of the area and will not be supported.
- 16.29 The continuing evolution of lighting technology has allowed more discrete methods of illumination to be developed. They can nevertheless affect the character and appearance of buildings and areas, and will be assessed in the same way as traditional illumination methods.

Policy DHE10: Security Shutters in Historic Locations

Proposals for the installation of solid or external see-through shutters in conservation areas or on buildings identified as heritage assets will only be supported in the following circumstances:

- i. they are externally demountable open mesh grilles;
- ii. where they are of an appropriate scale and the design preserves the character and significance of the shopfront; and
- iii. suitably designed internal see-through shutters will only be considered where other measures can be demonstrated to be inadequate and where there is justifiable need.

16.30 Solid roller shutters prevent out of hours window shopping, and can result in a hostile environment which harms the amenity of the area, in additions to negating the value a shopfront itself makes to the visual interest of the street scene.

16.31 In conservation areas or on buildings identified as heritage assets, security should be provided by laminated glass, secondary glazing or internal security film. Where internal see-through shutters are approved, shutter boxes should be positioned so as not to be visible form the outside, and the design of the shutter must sit comfortably with the design of the shopfront.

Policy DHE11: York City Walls and St Marys Abbey Walls ('York Walls')

Projects that set out to conserve and enhance the values and significances of York Walls will be supported.

Development proposals within the areas of York Walls designated as Scheduled Ancient Monuments will be supported where they are for the specific purpose of enhancing physical and intellectual access to York Walls.

Development proposals adjacent to the areas of York Walls designated as Scheduled Ancient Monuments will only be supported where they are:

- i. accompanied by an evidence based heritage statement that clearly demonstrates through assessments of character (including views and setting), value and significance, that the character and setting of the historic core conservation area and the character and setting of the scheduled monuments and adjacent listed buildings will be conserved and enhanced;
- ii. designed to be no higher than the city walls externally and not reduce their dominance; and
- iii. does not cause harm to York Walls or the setting of York Walls.

16.32 York City Walls and St Marys Abbey Walls are designated scheduled ancient monuments and Grade I listed buildings. *The York City Walls Conservation Plan and Access and Interpretation Plan (2005)* states that 'The York city walls are of

exceptional significance on account of their long and unique history and their historic and continuing relevance to, and impact on, the culture, society, economy and environment of the City of York and its wider, universal context'. The City of York Local Plan supports this view and extends the same definition to the standing precinct walls of St Mary's Abbey.

- 16.33 The effective management and use of the walls, bars, banks, ditches and settings can enhance their significance, providing amenity space, green corridors, creative backdrops, quality spaces and generate responsive architecture. All of these enhancements can be delivered through partnership working, the sharing of expertise and inclusive initiatives across the city. York Walls define and reinforce the compact city centre and greatly contribute to York's unique sense of place, its role as a tourism centre, and thus underpin the economy and quality of life of the city. Development proposals that actively support the management and enhancement of the York Walls character and significance in partnership with others will be welcomed. Proposals that harm character and significance will be resisted.
- 16.34 Enhancement of York Walls can take a variety of forms: physical interventions, the provision of interpretation facilities, and the expansion of physical and intellectual access. The Local Plan recognises that it will be of great public benefit to promote a participative and inclusive management regime that includes: the public use and management of elements of the York walls such as Fishergate Postern; providing support to the Friends of York Walls group; and involving people in the management of the walls

Policy DHE12: Archaeology

Development proposals that affect archaeological features and deposits will be supported where they are:

- i. accompanied by an evidence based heritage statement that describes the significance of the archaeological deposits affected and that includes a desk based assessment and, where necessary, reports on intrusive and non-intrusive surveys of the application site and its setting;
- ii. designed to avoid substantial harm to archaeological deposits; and
- iii. where harm to archaeological deposits is unavoidable, detailed mitigation measures have been agreed with City of York Council that include, where appropriate, provision for deposit monitoring, investigation, recording, analysis, publication, archive deposition and community involvement.

- 16.35 The deep, wet, anoxic sub-surface archaeological features and deposits within the historic core of the City of York are designated as an Area of Archaeological Importance under the Ancient Monuments and Archaeological Areas Act 1979 and are of international importance and significance. The vast majority of these archaeological deposits are of equivalent significance to scheduled ancient monuments. Within the historic core, substantial harm is defined as greater than 5% disturbance to buried archaeological deposits through foundation design and infrastructure development as described in the *York Development and Archaeology Study (1990)*. This policy approach has been adopted to ensure both the continued economic vitality of the city centre and the preservation in-situ of these highly

significant deposits. In all other parts of the City of York, substantial harm to or loss of designated or undesignated features or deposits of national importance will be resisted.

- 16.36 The important and complex picture of the development of human settlement and exploitation in the City of York area is constantly being amended and elaborated as a result of archaeological investigations and research. Understanding this picture and the significance of these assets, both designated and undesignated, are fundamental to their conservation, enhancement and management. Development proposals will always need to be accompanied by a heritage statement that is proportionate to the size and impact of development proposals and the nature of archaeological evidence. In all circumstances the City of York Historic Environment Record (HER) must be consulted and advice and guidance sought from the council's historic environment specialists. The significance and value of archaeological remains must always be appropriately assessed as part of a statement of significance drawn up with reference to English Heritage's Conservation Principles which the Council considers to be appropriate guidance on this matter. The heritage statement may also need to be accompanied by the results of more detailed analysis involving building assessment, deposit monitoring, below ground evaluation and documentary research. The Council will expect the heritage statement to examine the potential impacts of development proposals on significance and value using appropriate evidence and analysis. Where harm to archaeological features and deposits is unavoidable, development proposals will be expected to provide detail on appropriate mitigation measures agreed with City of York Council. Where development sites contain deep, wet, archaeological deposits, these mitigation measures may include provision for installation of and data recovery from deposit monitoring devices. Where mitigation measures include physical excavation of deposits, provision must include adequate resources for excavation, analysis, publication, and archive deposition with the Yorkshire Museum. Where substantial harm is unavoidable, development proposals will also be expected to demonstrate the overriding public benefits of development including community engagement, and lasting educational value through research, publication and display.
- 16.37 Copies of all heritage statements and reports on archaeological interventions, whether pre- or post determination of an application, must be deposited with the City of York HER. Physical interventions into heritage assets through standing building assessment or below ground archaeological investigations should be led by appropriately qualified individuals and organizations preferably accredited by nationally recognised professional institutes or organizations.
- 16.38 On some sites, discoveries made during archaeological evaluations or excavations may create opportunities for the permanent display of features, structures and finds. Such displays can deliver significant public benefit and add value to the finished development. Where such circumstances arise, City of York Council will encourage developers to incorporate features, structures, finds and displays into the finished development.

Policy DHE13: Historic Parks and Gardens

Development proposals affecting historic parks and gardens or their wider setting will be supported where they:

- i. do not have an adverse impact on the park's fundamental character, amenity, and setting;
- ii. do not compromise the public's enjoyment of the park; the spatial qualities; the integrity of important landscape features, or the setting of any structures within its boundaries; and
- iii. are sensitive to the original design intention and subsequent layers of design and the functional evolution of the park or garden.

- 16.39 The City of York contains four sites on English Heritage's Register of Historic Parks and Gardens. These are Museum Gardens (Grade II), Rowntree Park (Grade II), York Cemetery (Grade II*). The grounds of Moreby Hall are also included in the register, a small portion of which lies within the City of York, but the vast majority of it lies within Selby District.
- 16.40 English Heritage are required to be consulted on development proposals that affect a Grade I or II* listed park or garden. The Garden History Society are required to be given the opportunity to advise on development proposals that affect a registered park or garden of any grade.
- 16.41 A number of other parks and gardens, both in private and public ownership, are undesignated but are considered to be locally important by way of their particular historic or design interest, and the contribution they make to the landscape quality and character of the area; they are thus considered to be worthy of the same considerations.

Policy DHE14: City of York Historic Environment Record

City of York Council will maintain and make available a comprehensive digital Historic Environment Record (HER) for the City of York for use by those preparing development proposals, community groups, academic researchers and students, and the general public

Development proposals affecting heritage assets will need to be accompanied by an appropriate Heritage Statement – it is expected that the City of York Council HER will have been consulted in preparing this document.

- 16.42 The City of York Historic Environment Record (HER) is a database of designated and undesignated heritage assets in the City of York. It includes over 6,000 records of archaeological monuments features and deposits, historic buildings, parks and gardens, and finds in York. The HER contains over 1,100 reports ("grey literature") on archaeological interventions and building recording; it includes historic maps, an extensive library of aerial photographs, photographs of buildings, national and local publications, and other sources, including dissertations. It also includes Historic Landscape Characterisation data and an emerging, detailed Historic Character

Assessment of the area within the outer ring road. Elements of the HER are accessible through the Heritage Gateway (www.heritagegateway.org.uk) and the website and online mapping of City of York Council (<http://localview.york.gov.uk/Sites/lv/>).

- 16.43 City of York Council is committed to encouraging developers and their agents to become active partners in better revealing the significances of York's historic environment. The HER is an essential element of this process and a first point of contact for anyone wishing to research the heritage of York, developers, academics, members of the public and educational establishments.
- 16.44 The Local Planning Authority will expect development proposals that impact on archaeological deposits and other heritage assets to create opportunities for enhancing public and academic appreciation and understanding of York's historic environment by contributing to the development and enhancement of the HER.
- 16.45 In order to ensure the sustainability (including the long-term curation, maintenance and enhancement) of the HER, City of York Council will levy charges on those using and depositing reports and other material with the HER

Policy Links

- Section 6 'York City Centre'
- Section 7 'York Central'
- Section 8 'Economy'
- Section 9 'Retail'
- Section 10 'Housing Growth and Distribution'
- Section 11 'Aiding Choice in the Housing Market'
- Section 12 'Affordable Housing'
- Section 13 'Community Facilities'
- Section 14 'Education, Skills and Training'
- Section 15 'Universities'
- Section 17 'Green Infrastructure'
- Section 18 'Green Belt'
- Section 20 'Climate Change'
- Section 24 'Communications Infrastructure'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Design and the Historic Environment

1. Restrict all new development affecting heritage designations
2. Restrict all new development affecting designated and non-designated heritage resources
3. Rely on National Planning Policy Framework to guide development in relation to heritage designations/resources
4. Provide local policy to guide new development in relation to only heritage designations

- 5. Provide local policy to guide new development in relation to designated and non-designated heritage resources (this is our preferred approach)**

Question 16.1 This is our preferred approach to design and the historic environment do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 17: Green Infrastructure

National Planning Policy Framework

National Guidance says that:

- Criteria based policies should be set against which proposals for any development on or affecting protected wildlife or geodiversity sites or landscape areas will be judged. Distinctions should be made between the hierarchy of international, national and locally designated sites (Paragraph 113);
- Local Planning Authorities should plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure (Paragraph 114);
- 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 (Paragraph 116);
 - development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss; and
 - development, if significant harm resulting from it cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for (Paragraph 118).
- To minimise impacts on biodiversity and geodiversity, planning policies should:
 - plan for biodiversity at a landscape-scale across local authority boundaries;
 - identify and map components of the local ecological networks, including the hierarchy of sites of importance for biodiversity, wildlife corridors and stepping stones that connect them and areas identified by local partnerships for habitat restoration or creation; and
 - promote the preservation, restoration and recreation of priority habitats, ecological networks and the protection and recovery of priority species populations, linked to national and local targets and identify suitable indicators for monitoring biodiversity in the plan (Paragraph 117).
- Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well being of communities (Paragraph 73);
- Planning policies should be based on robust and up to date assessments of the needs of open space, sport and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required. (Paragraph 73);
- Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless a range of criteria are met (Paragraph 74); and
- Local communities through local and neighbourhood plans should be able to identify green areas of particular importance to them as Local Green Space

which is afforded special protection from new development other than in very special circumstances (Paragraph 76).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- the approach to conserving and enhancing York's green infrastructure is generally supported;
- there was inadequate evidence behind the open space policy and the fact that the Biodiversity Audit had not been formally published is a concern;
- green spaces uniquely contribute to biodiversity and wildlife habitats and man-made green spaces cannot recreate habitats and this reduces bio-diversity;
- green spaces also contribute significantly to residents' health and well being;
- open land can be used for recreational land but there must be proper management of these areas to ensure they remain quality spaces and ecological value is not damaged;
- more was needed on the inter-relationship between wildlife and humans;
- extra targets that should be included or changes to existing targets, such as looking to increase Biodiversity Action Plan habitats as opposed to just woodland creation;
- a target to develop a playing pitch strategy would help deliver the policy; and
- the potential funding of future Green Infrastructure raised concerns. Some felt it was unfair to add this cost to existing developer contributions whilst others felt that the Plan needed to specifically set out how the financial implications of Green Infrastructure will be addressed.

Key Evidence Base

- Playing Pitch Strategy (2013)
- Local Plan Viability Study (2013)
- City of York Biodiversity Action Plan (2013)
- Natural Environment White Paper (2012)
- City of York Biodiversity Audit (2011)
- City of York Green Corridor Technical Paper (2011)
- The Leeds City Region Green Infrastructure Strategy (2010)
- Outdoor Sport and Recreation Study (2008)
- York Landscape Character Appraisal (1996)
- City of York Commons Register (continually updated)
- City of York Village Greens Register (continually updated)

Local Context

Biodiversity

The Biodiversity Audit (2011) identifies in addition to International and nationally designated sites, species and habitats which are of regional or local conservation interest and provides us with baseline information on which to prioritise further action. Currently 86 sites have been identified as fulfilling the requirements for

designation as regional Sites of Importance for Nature Conservation (SINC) and 156 sites that are Sites of Local Interest (SLI).

The *Biodiversity Action Plan (2013)* identifies key targets and actions for all types of habitat in York. These focus on the maintenance of existing protected sites, the enhancement of existing sites (which recognises that, in order to fully protect a site or interest, there may be a requirement to establish a suitable buffer around it) and the creation of new sites targeting specific areas.

Open Space

The Open Space, Sport and Recreation Study (2008) identifies deficiencies in both the quantity and quality of open space in York. There are particular quantitative shortfalls citywide relating to the provision for young people and children, but also localised shortfalls in open space, sport and recreation provision in quantitative terms, and outdoor sports facilities, natural open space and amenity green space. Some of the larger rural settlements are identified as being in need of further parks. As part of the preparation of the Local Plan, the Study is being updated; all open space sites have been revisited and audited and an assessment of the demand will be updated.

The Playing Pitch Strategy (2013), presents a strategic approach to pitch provision, providing detailed audit information, statistical analysis and facility user views. The document addresses the current and projected supply and demand for playing pitches across York. It identifies areas of under and over provision of pitches, future needs and issues affecting pitch quality. It was identified that the city as a whole has a shortage of playing pitches. The report goes in to detail for all types of pitches and recognises that where there is a surplus, for example senior football pitches, there may be scope to re-designate the pitches, for example as mini pitches, there is a similar case for rugby pitches.

York has a number of Village Greens and areas of Common Land. These are protected by legislation (Commons Registration Act 1965 and Commons Act 2006) and serve an important role in communities across York.

Green Corridors

Green Corridors are a fundamental element of green infrastructure as they form linkages between assets making a green infrastructure network rather than a collection of sites. *The Leeds City Region Green Infrastructure Strategy (2010)* identified a hierarchy of green corridors at a regional and district level and the Council has expanded this on a local level to include local corridors which are significant for the communities and neighbourhoods of York. Regional corridors in York include the main river corridors of the Ouse, Foss and Derwent which have a multifunctional value; the district corridors generally include the strays and linked green wedges with fewer functions; and the local corridors includes a combination of smaller links between designated green assets and corridors with only one or two functions. Further detail can be found in the supporting *Green Corridor Technical Paper (2011)* and on Figure 16.1 which shows a map of York's Green Corridors. The LBAP contains more detailed information about the specific value and role of all the designated green corridors in York.

Preferred Approach

Policy GI1: Green Infrastructure

The Local Plan will conserve and enhance York's landscapes, geodiversity, biodiversity and natural environment, recognising the role of Green Infrastructure in supporting healthy communities, cultural value, a buoyant economy and aiding resilience to climate change. This will be delivered through the following:

- i. the production of management plans to describe, protect and enhance York's biodiversity, especially Council owned sites, with priority given to those designated as Sites of Importance for Nature Conservation (SINCs);
- ii. delivering the aspirations of partner strategy documents and action plans, including the Regional Biodiversity Strategy, Regional Forestry Strategy and Action Plan, River Basin Management Plans, Priority Woodland Habitat Management Plans and any other plans formally approved by the Council as part of or green infrastructure programme;
- iii. protecting and enhancing existing recreational open space in York, and seeking to increase provision in areas where a deficiency has been identified;
- iv. maintaining the integrity of green corridors and their role in the GI network;
- v. recognising the role that Common Land, Village Greens and other important local green spaces play in protecting and enhancing the historic character of York as well as providing important recreational and nature conservation benefits to the city; and
- vi. requiring applicants to submit green infrastructure assessments with all but minor applications; and
- vii. ensuring that development complies with the emerging City of York Council green infrastructure strategy and any associated SPDs.

- 17.1 Green Infrastructure is the term used for the overarching framework related to all green assets. Traditionally, environmental planning has looked at the functions of these assets in isolation, such as biodiversity, open space provision or public realm design. Whilst we should not devalue the benefits of looking at these issues individually, a green infrastructure approach considers how together these assets form an overall 'system' that is greater than the sum of its overall parts.
- 17.2 York's approach is to both continue to protect and enhance biodiverse habitats and landscapes but also to support the multifunctional benefits of green infrastructure. These include opportunities for sport and recreation, creating safe and attractive walking, cycling and equestrian routes; the provision of ecosystem services such as improvements in air and water quality; cultural value; mitigation and adaptation to climate change, particularly in terms of flood mitigation in York; an enhanced backdrop and landscape to aid business and attract inward investment; and, of course, to maintain and enhance biodiversity. York's network of green spaces could work like a connected park, linking the historic city centre to the city's neighbourhoods and countryside through a series of extended strays for walking and cycling, and making use of rivers. Better green cross-connections through York's neighbourhoods should also be encouraged.

Policy GI2: Biodiversity

In order to conserve and enhance York's biodiversity, the Local Plan will support development which:

- ensures the retention, enhancement and appropriate management of features of geological, geomorphological, paleoenvironmental or biological interest, and address the requirements of the current Biodiversity Audit and Action Plan;
- takes account of the potential need for buffer zones around wildlife and biodiversity sites, to ensure the integrity of the site's interest is retained;
- results in no net loss to, and helps to improve, biodiversity (any unavoidable impacts must be appropriately justified, mitigated or compensated for, and secured through the planning process, for example through offsetting);
- where appropriate, enhances accessibility to York's Biodiversity resource;
- safeguards, manages and enhances York's existing tree and woodland resource in line with the current Regional Forestry Strategy and the Council's emerging tree strategy, particularly urban tree planting and street trees;
- maintains and enhances the rivers, banks, floodplains and settings of the Rivers Ouse, Derwent and Foss, and other smaller waterways for their biodiversity, cultural and historic landscapes, as well as recreational activities; and
- maintains and enhances the diversity of York's Strays for wildlife.

- 17.3 The policy seeks to conserve and enhance all sites and areas of biodiversity value in York. This supports the national approach of a hierarchy of sites as defined in the National Planning Policy Framework. York's Biodiversity Audit (2011) and Action Plan (2013) identify the special sites and define their specific value and the best approach to retaining and enhancing this value. These documents should be used alongside Policy GI2 to determine planning applications that could potentially affect any site of biodiversity value.
- 17.4 Although the protection of individual sites is essential, such sites do not occur in isolation as discrete, self contained habitats, but influence and are influenced by their surroundings. The surrounding area can therefore be as important to the interest of the site as the feature itself, and changes to it could affect the integrity of that interest. In order to fully protect the site or interest, there may be a requirement to establish a suitable buffer area around it. The extent of that buffer could vary depending on the site, the type and value of the habitat present and the proposed change.
- 17.5 In exceptional circumstances, where the proposed development clearly outweighs the nature conservation value of the site and the impact on biodiversity sites is unavoidable, appropriate mitigation or compensation will be required. This should be achieved through planning conditions and obligations. An emerging scheme 'biodiversity offsetting' proposed through the Natural Environment White Paper 2012, would mean that developers would have the option to contribute funds to a joint pot of money that would then be used to offset the damage to nature conservation. This scheme is still to be established through Local Nature Partnerships.

- 17.6 River and stream corridors encompass a diverse range of wildlife habitats, which add to the diversity and interest of the city's natural environment. These can easily be damaged by development either on the banks of the river or stream or on adjacent land or through channelling or culverting of the watercourse. New development will be expected to give careful consideration to minimising its potential impact and, where possible, achieving benefits for nature conservation or the landscape. The use of York's watercourses for recreational purposes is also of great value but the balance between this and the nature conservation value needs to be addressed in line with Policy GI7: Access to Nature.

Policy GI3: Trees

The Local Plan will support development which:

- recognises the value of the existing tree cover, the contribution it can make to the quality of a development, its biodiversity value, and its assimilation into the landscape context;
- provides protection for overall tree cover as well as for existing trees worthy of retention in the immediate and longer term and with conditions that would sustain the trees in good health in maturity;
- retains trees that make a significant contribution to the setting of a conservation area or a listed building, the setting of proposed development, are a significant element of a designed landscape or value to the general public amenity in terms of visual benefits, shading, screening.
- does not create conflict between existing trees to be retained and new buildings, their uses and occupants, whether the trees or buildings be within or adjacent to the site;
- supplements the city's tree stock with new tree planting where an integrated landscape scheme is required; and
- complies with the emerging supplementary planning document on trees and development.

- 17.7 Trees provide a range of far-reaching environmental benefits; they contribute to biodiversity, the well being of humans, the amenity of York's green infrastructure, and landscapes both rural and urban. It is therefore important that trees and overall tree cover are retained where they are of significant landscape, amenity, nature conservation or cultural value.
- 17.8 Trees can constitute a major component of a designed landscape or streetscape, which is of aesthetic, historic or cultural significance, for example, New Walk. In such instances it is not only the value of an individual tree that is to be considered but the value of the overall landscape feature of which it plays a part. Development will be supported where such features and the public appreciation of them are substantially protected or enhanced, with an aim to perpetuate the feature.
- 17.9 In exceptional circumstances, where the benefits of the development substantially outweighs the retention of significant trees within the site and there are absolutely no feasible alternatives, appropriate mitigation and compensatory tree planting will be required within the site boundary.

Policy GI4: Open Space and Playing Pitches

A) Developments for all housing sites will be required to make provision for the open space needs of existing and future residents. This should be provided in addition to any area required for landscaping.

- For sites of less than 10 dwellings a commuted sum payment will be required towards off site provision.

- For sites of 10 or more dwellings, the development will be required to address current deficiencies in open, recreational and play space in line with the current Open Space Study. Development which results in the net loss of open space or of gross loss in areas of deficiencies will be refused.

B) In addition, the Local Plan will support development which:

- where appropriate, enhances or otherwise accommodates the biodiversity interest of open space sites particularly where they contribute to enhancement of green corridors;
- supports allotments and productive land, to encourage local food production, and its benefits to education and healthy living;
- protects playing pitch provision except where surplus is indicated in the Playing Pitch Strategy (2013);
- improves the quality of existing pitches and ensure that any new pitches are designed to a high standard and fully reflect an understanding of the issues affecting community sport; and
- meets the deficit of pitches in geographically appropriate and accessible way. This could be rectified through re-designation of current surplus.

17.10 As part of the Local Plan process, the *Open Space, Sport and Recreation Study 2008* is being updated. The designated sites have been revisited and reassessed and all open space has been audited which has resulted in new sites being identified. These are all shown on the proposals map. Emerging work on the demand for quantitative and qualitative improvements is underway and will help to shape the calculations needed to determine the amount and location of open space required as part of all new housing developments. Policy GI5 below sets out potential new open space sites and the requirements for strategic housing sites over 5ha.

17.11 In addition, the *Playing Pitch Strategy (2013)* should be used to assess and guide the need for new provision and improvement of pitches across York. It should be noted that the under utilisation of playing pitches should not be considered as an opportunity to dispose of sites without first considering the potential value of such sites for pitch rotation, alternative sport and recreation uses, or most importantly the reasons for under use and whether these can be addressed. For example, the Strategy identifies a surplus of senior football pitches and it concludes that these could be redesignated as junior pitches, where a deficiency has been identified.

Policy GI5: New Open Space

A. Strategic Housing Sites

All new strategic housing sites will be required to deliver new public open space:

- proportionate to their size, except in areas of deficiency where higher levels may be required through compensatory arrangements;
- where appropriate in access terms;
- whilst not compromising scheme viability; and
- to meet deficiency identified in the Council's current open space study.

The allocated strategic housing sites are:

- ST1 British Sugar /Manor School
- ST2 Former Civil Service Sports Ground, Millfield Lane
- ST3 The Grainstores, Water Lane
- ST4 Land adj. Hull Road & Grimston Bar
- ST5 York Central
- ST6 Land East of Grimston Bar
- ST7 Land to East of Metcalfe Lane
- ST8 Land North of Monks Cross
- ST9 Land North of Haxby
- ST10 Land at Moor Lane, Woodthorpe
- ST11 Land at New Lane, Huntington
- ST12 Land at Manor Heath Road, Copmanthorpe
- ST13 Land at Moor Lane, Copmanthorpe
- ST14 Land to the North of Clifton Moor
- ST15 Holme Hill New Settlement
- ST17 Nestle South (re-designation of commercial element (excl. Ancillary retail) of outline scheme to residential)

B. Educational Establishments

The Local Plan recognises the important role that education establishments can offer in terms of community use of their sports facilities and playing pitches. Where new educational establishments are proposed the appropriate community facilities will be secured where operationally appropriate and feasible.

C. Other new open spaces are allocated at:

- OS1 Land North West of Manor School;
- OS2 Land South West of Heslington Playing Fields;
- OS3 Land to North of Poppleton Juniors, Millfield Lane, Poppleton

17.12 *The Local Plan Viability Study (2013)* has suggested a net to gross ratio on larger development sites of 60/40 to reflect the need for adequate on site provision of infrastructure, open space and local services and to ensure that the overall capacity

of the site is not overestimated. The level should ensure that the development of the site is deliverable.

- 17.13 *The Open Space, Sport and Recreation Study (2008)* identifies the level of deficit for different types of open space in all the wards in York. This will be applied to all the strategic sites to ensure that the correct type of open space is created to meet the surrounding areas' need.

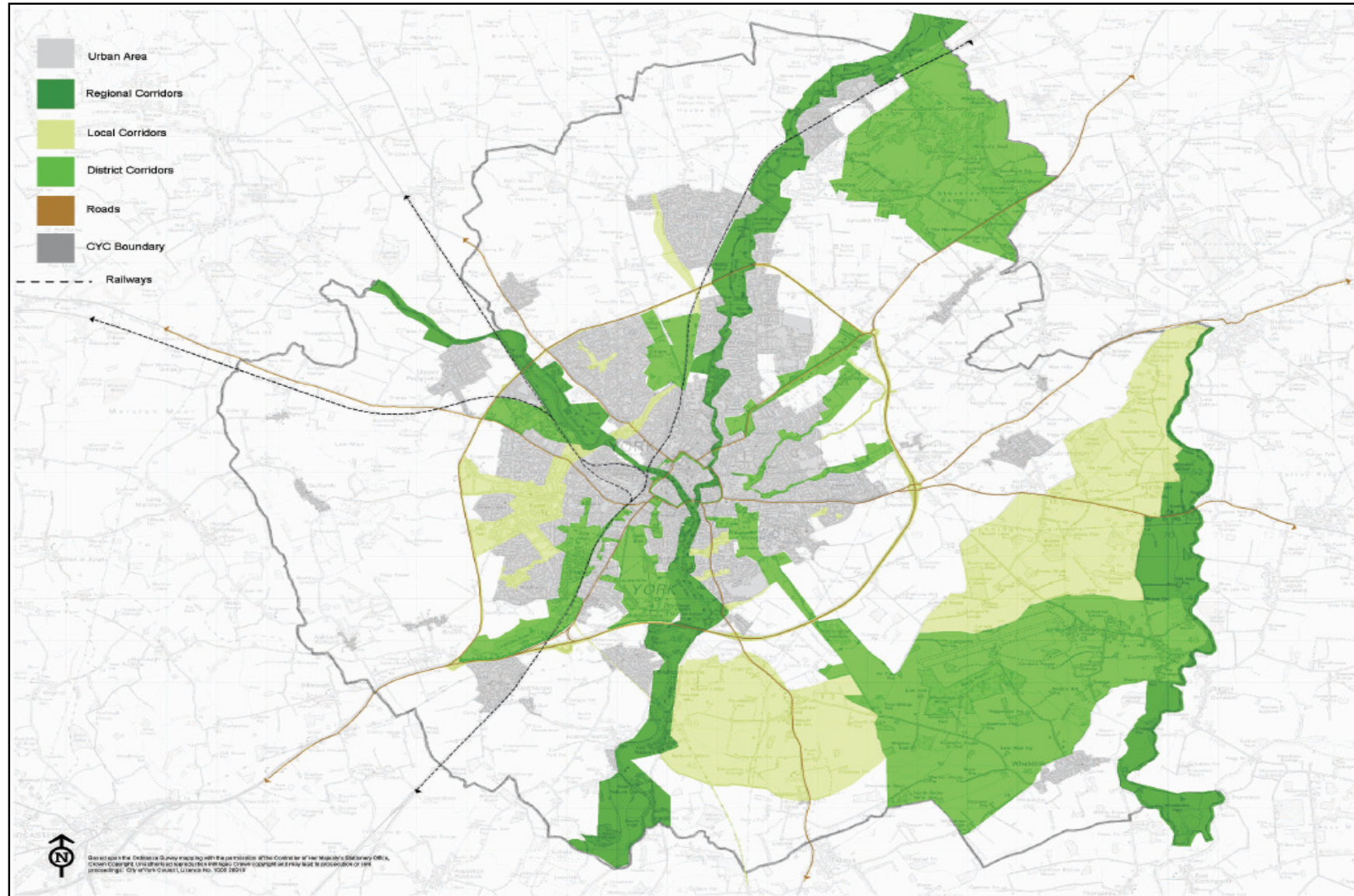
Policy GI6: Green Corridors

The Local Plan will support development which:

- maintains and enhances the integrity and management of York's Green Infrastructure network, including its green corridors and open spaces; and
- protects and enhances the amenity, experience and surrounding biodiversity value of existing rights of way, national trails and open access land; and
- ensures the protection of the hierarchy and integrity of York's local, district and regional green corridors in line with the findings of the Local Biodiversity Action Plan (2013); and
- creates and/or enhances 'stepping stones' and new Green Corridors that improves links between nature conservation sites and other open space.

- 17.14 Corridors are a fundamental element of green infrastructure as they form linkages between assets making green infrastructure a network as opposed to a collection of sites. This has the potential to improve the porosity of the urban area to wildlife and provide an attractive access network. Figure 17.1 overleaf shows the extent of green corridors in York.
- 17.15 Regional and district corridors will foster connections between York and other towns/villages in the region which adjoin the green corridors. This will provide a common boundary to a designated area which will allow easier access to and from York, enhance existing routes; create stronger theoretical linkages through association; and reinforce linkages through as common duty to, and benefits received from, the protection and enhancement of the green corridor(s) in question.

Figure 17.1 Green Corridors



Policy GI7: Access to Nature

The Local Plan will encourage:

- the enhancement of the biodiversity value of open space sites for example, school playing fields, to increase the level of public access to nature;
- an increase in public access to existing designated nature conservation sites where this would not compromise their ecological value; and
- recreational use of York's watercourses where this does not have a detrimental impact on nature conservation value.

17.16 This policy should be implemented in line with the most up to date Biodiversity Audit and Action Plan, Outdoor Sport and Recreation Study, emerging City of York Tree Strategy and Green Infrastructure Strategy. These evidence base documents will identify the role of the site and will therefore set out whether there is scope to amend the access to the site without diminishing the value of the site.

17.17 Policy GI7 is about getting the right balance between the multifunctional role of sites. The purpose of Green Infrastructure is to create a network of sites and corridors that complement and benefit each other and the wildlife and people that use them, therefore it is important that these uses do not conflict and result in a detrimental impact for any of York's Green Infrastructure assets.

Policy Links

- Section 7 'York Central'
- Section 16 'Design and the Historic Environment'
- Section 18 'Green Belt'
- Section 19 'Flood Risk Management'
- Section 23 'Transport'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Biodiversity

1. Rely on the National Planning Policy Framework (NPPF) to guide development in relation to biodiversity/geodiversity/ landscape resources
2. Provide local policy to guide new development in relation to only statutory biodiversity/geodiversity/landscape designations
3. Provide local policy to guide new development in relation to only statutory and non-statutory biodiversity/geodiversity/landscape designations
4. **Provide local policy to guide new development in relation to all biodiversity/ geodiversity/landscape resources (this is our preferred policy approach)**

Green Infrastructure

1. Protect all Green Infrastructure to the same level irrespective of its function

2. Given greater protection to functional Green Infrastructure (recreational space/allotments/green corridors) (this is our preferred policy approach)

Open Space

1. Do not protect existing recreational open space/green infrastructure from development
2. Rely on NPPF policies to protect existing recreational open space/green infrastructure and access to it
- 3. Provide local level policy to protect existing recreational open space/green infrastructure and access to it (this is our preferred policy approach)**

New Open Space

1. Require all new developments to incorporate a 60/40 on-site Open Space provision
- 2. Require only major development (>5ha) to incorporate a 60/40 on-site Open Space provision (this is our preferred policy approach)**
3. Require all new developments to contribute to off-site Open Space provision
4. Require only major development to contribute to off-site Open Space provision

Question 17.1 This is our preferred approach to Green Infrastructure do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 18: Green Belt

National Planning Policy Framework

National Guidance says that:

- the primary objective of a Green Belt is to prevent urban sprawl by keeping land open (paragraph 79);
- Green Belts are in place to serve the following purposes:
 - check unrestricted sprawl of large built up areas,
 - prevent neighbouring towns merging into each other,
 - assist in safeguarding the countryside from encroachment
 - preserve the setting and special character of historic towns,
 - assist in urban regeneration (paragraph 80);
- planning authorities should plan positively to enhance the use of the Green Belt by providing opportunities for access and outdoor sport, to retain landscapes and biodiversity or to improve damaged land (paragraph 81);
- inappropriate development in the Green Belt is harmful and should not be approved except in very special circumstances (paragraph 87);
- only certain types of development will be allowed in the Green Belt, these are:
 - agriculture and forestry buildings,
 - facilities for outdoor sport, recreation and cemeteries,
 - the extension or alteration of an existing building if building is not larger than the one it replaces,
 - limited infilling of villages and limited affordable housing,
 - limited infilling or partial or complete redevelopment of previously developed sites (paragraph 89); and
- the following development is also appropriate provided they preserve the openness of the Green Belt:
 - mineral extraction,
 - engineering operations,
 - local transport infrastructure,
 - the reuse of buildings,
 - development brought forward under a Community Right to Build Order (paragraph 90).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- 'conserving the countryside' is not a purpose of the Green Belt;
- the areas of search identified in the Local Development Framework have not been assessed for their role in safeguarding the countryside from encroachment, preventing urban sprawl and assisting in urban regeneration, all very relevant to York;
- the Local Plan should clearly state there is a presumption against development in the Green Belt;
- there is a need to preserve Green Belt land and stop housing development encroaching on villages; and

- there could be a sensitive yet pragmatic approach to certain forms of development in the Green Belt.

Key Evidence Base

- Strategic Environment Assessment of the Revocation of the Yorkshire and Humber Regional- Environmental Report (2012)
- North Yorkshire Strategic Housing Market Assessment (2011)
- The Yorkshire and Humber Plan- Regional Spatial Strategy to 2026 (2008)
- City of York Draft Local Plan Incorporating the 4th set of changes (2005)

Local Context

The City of York Local Authority area covers approximately 27,200 ha. Of this, around 4500 ha is built up area, with the remainder being open countryside. The majority of this open countryside is defined as Green Belt land within this plan. The majority of land outside the built up areas of York has been identified as Green Belt land since the 1950's, with the principle of York's Green Belt being established through a number of plans including the *North Yorkshire County Structure Plan (1995-2006)*, and *The Yorkshire and Humber Plan Regional Spatial Strategy to 2026*. The overall purpose of York's Green Belt is to preserve the setting and special character of York, whilst assisting in safeguarding the countryside from encroachment. Its general extent can be seen pictorially on the key diagram.

Although *The Yorkshire and Humber Plan Regional Spatial Strategy (RSS) to 2026* was partially revoked on the 22 February 2013, the Green Belt policies within this document will be saved until the York Local Plan is in place, due to the Strategic Environment Assessment that was undertaken in light of the revocation reporting that adverse impacts would arise from complete revocation. There are three policies saved from the RSS, the first one stating that the detailed inner boundaries of the Green Belt around York should be defined in order to establish long term development limits that safeguard the city's special character and setting. The other two saved policies explain that detailed boundaries of the outstanding sections of the of the outer boundary of the York Green belt about 6 miles from York city centre and the inner boundary should be defined in the Local Development Framework, and that plans, strategies, investment decisions and programmes for the York sub area should protect and enhance the nationally significant historical and environmental character of York, including its historic setting, view of the minster and important open areas.

Preferred Approach

Policy GB1: Development in the Green Belt

Within the Green Belt, planning permission for development will only be granted where:

- a) the scale, location and design of such development would not detract from the

- open character of the Green Belt;
- b) it would not conflict with the purposes of including land within the Green Belt; and
- c) it would not prejudice the setting and special character of the main urban area of the City of York and historic villages, particularly as seen from transport corridors and elevated locations.

AND it is for one of the following purposes:

- agriculture and forestry; or
- appropriate facilities for outdoor sport and outdoor recreation; or
- cemeteries; or
- limited infilling in existing settlements; or
- limited extension, alteration or replacement of existing buildings; or
- limited affordable housing for proven local needs; or
- limited infilling or redevelopment of existing developed sites; or
- minerals extraction, provided high environmental standards are attainable; or
- essential engineering operations including waste disposal; or
- local transport infrastructure including highways work and park and ride facilities; or
- the reuse of buildings; or
- development brought forward under a Community Right to Build Order.

All other forms of development within the Green Belt are considered inappropriate. Very special circumstances will be required to justify instances where this presumption against development should not apply.

- 18.1 Detailed boundaries of the Green Belt are shown on the proposals map. In defining these boundaries, care has been taken to follow readily recognisable physical features that are likely to endure such as streams, hedgerows, footpaths and highways.
- 18.2 The protection of the Green Belt is an overriding planning consideration and one, which, in the case of most forms of development, strongly militates against the granting of planning permission. A Green Belt designation can be used to strengthen and support other policy objectives such as protecting the best agricultural land or nature conservation sites, but this is not its primary purpose and these objectives are dealt with through other policies in the Local Plan.
- 18.3 When granting permission for residential development in the Green Belt, conditions will normally be attached to remove permitted development rights from the application site. This will ensure that the visual openness of the countryside is protected from obtrusive domestic development. In certain circumstances permitted development rights relating to new agricultural buildings may be removed when an existing agricultural building has been proposed for conversion to residential use.
- 18.4 One of the few exceptions where isolated new housing development may be acceptable in the open countryside around York is where accommodation is required to enable an agriculture or forestry worker to live in the immediate vicinity of their workplace. It is intended to judge the instances where this type of residence would

be acceptable on the individual circumstances of the farm or forestry business. For instance, it may be that for security purposes it is possible to justify the presence of a dwelling on or near an agricultural holding. All applications for agricultural or forestry dwellings will be expected to be accompanied by a detailed justification as to why that new unit is genuinely required for the stated purpose.

- 18.5 To ensure that any agricultural or forestry dwelling is retained to meet the identified housing need of that holding, occupancy conditions will be attached to permissions to limit potential residents to people directly involved in the operation of that agricultural or forestry holding.
- 18.6 The provision of opportunities for outdoor sport and recreation near urban areas is one of the key aims of Green Belt. Policy GB1 attempts to achieve this aim by offering a degree of flexibility to such proposals to reflect the special Green Belt circumstances that currently exist in the City. While proposals for small scale ancillary facilities will still be considered more appropriate in most cases, there may be instances when applications for larger scale facilities will be justifiable depending on the circumstances of the existing or proposed recreational use and its likely impact on the open character of the area.
- 18.7 The open countryside around York includes a significant number of buildings outside existing settlements. The extension or alteration of these buildings will be considered acceptable, in response to changing circumstances, provided there would be no greater visual impact on the Green Belt or open countryside as a result of the alterations, and where the design of any extension is in keeping with the original buildings. Furthermore, when permission for this type of development is granted, the applicant will be expected to agree to conditions ensuring that no further extensions will be permitted to the same building.
- 18.8 In special circumstances the development of affordable housing may be considered on small "exception" sites. Further details of these special circumstances are detailed in Policy GB4 below.
- 18.9 The principle of existing buildings in the Green Belt and open countryside being demolished and replaced by a new building is acceptable provided it is on a one-for-one basis, and the new building is in the same use and not materially larger than the one it replaces.
- 18.10 In circumstances where the building proposed for replacement is listed it is preferable to see the building restored and renovated, rather than demolished, to safeguard the City's heritage. Similarly, if it can be demonstrated that the building has been abandoned or deliberately neglected, proposals for its replacement will be resisted. The policy also aims to ensure that the replacement of any existing building takes place as close as possible to the site of the original building, and is not materially larger than the one it replaces, thus minimising any additional visual impact on the Green Belt. Proposals for significantly larger replacement buildings will not be acceptable. At the same time proposals for replacement buildings will be expected to be of a design appropriate to its rural setting. This criterion may help prevent proposals for replacement buildings in the Green Belt adopting only modern designs.

- 18.11 There are advantages to permitting limited development and redevelopment of previously developed sites within the Green Belt provided development does not have a greater impact on Green Belt's openness or the purposes of including land within it than the existing development. Where the sites are in existing use, limited infilling may help to provide jobs and secure economic prosperity. Similarly, the complete or partial redevelopment of these sites may in some cases, result in environmental improvements. In such cases, the area of the site occupied by existing buildings is the aggregate ground floor area of existing buildings excluding temporary buildings, open spaces with direct external access between wings of a building, and hard standing.
- 18.12 Additionally, the character and the dispersal of any proposed redevelopment will need to be considered to ensure that there is no additional impact on the character of the Green Belt. Where a major development within the Green Belt is demolished, careful records of the extent and nature of the original development must be made and agreed with the Local Planning Authority. These records will facilitate the accurate application of Policy GB1.
- 18.13 The Park & Ride is a key component of the city's transport policies. In order to function effectively, Park and Ride facilities need to be located on or close to the major radial routes and are likely to be close to junctions with the Outer Ring Road (A64/A1237). It is acknowledged that in special circumstances Park and Ride sites may be located within the Green Belt.
- 18.14 Development in the Green Belt brought forward under the Community Right to Build Order will not be seen as inappropriate provided that it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it. The Community Right to Build allows local communities to undertake small-scale, site-specific, community-led developments. The new powers give communities the freedom to build new homes, shops, businesses or facilities where they want them, without going through the normal planning application process. To get the go-ahead, the proposals must:
- have the agreement of more than 50% of local people that vote through a community referendum; and
 - meet some minimum requirements (for example, they should generally be in line with national planning policies and strategic elements of the local plan).
- 18.15 Members of the community will need to set themselves up as a corporate body with the purpose of furthering the social, economic and environmental well-being of the local community. The developments would then be managed by this corporate body. Any benefits from any development which come to the body must be retained or used for the benefit of the community.

**Policy GB2: Development in Settlements
"Washed Over" by the Green Belt**

Within the defined settlement limits of villages in the Green Belt as highlighted on the proposals map and listed in the explanation below, planning permission for the

erection of new buildings or the change of use, redevelopment or extension of existing buildings will be permitted provided:

- a) the proposed development would be located within the built-up area of the settlement; and
- b) the location, scale and design of the proposed development would be appropriate to the form and character of the settlement and neighbouring property; and
- c) the proposed development would constitute limited infilling and would not prejudice the openness or the purposes of the Green Belt.

18.16 A village should be included in the Green Belt, if it is necessary to prevent development primarily because of the important contribution the village's open character makes to the openness of the Green belt. The plan identifies the following 'washed over' villages: Acaster Malbis, Askham Bryan, Askham Richard, Deighton, Heslington, Hessay, Holtby, Hopgrove, Knapton, Murton, Naburn and Rufforth.

18.17 Whilst infilling (defined as the filling of a small gap in an otherwise built up frontage) is often perceived as acceptable in some locations, this ignores the fact that part of the character of many settlements is made up of gardens, paddocks and other breaks between buildings. It is important to protect those infill spaces, which contribute to the character of smaller settlements lying within the Green Belt. Infill development may also not be desirable if it would consolidate groups of houses, which are isolated from the main body of a village, or consolidate a ribbon of development extending into the open countryside. Infilling is location dependent, therefore in some settlements little or no infill development may be appropriate; in others a limited amount of infill on selected sites may be acceptable.

18.18 Two of the villages washed over by the Green Belt, Askham Bryan and Askham Richard, are also conservation areas. One of the main elements of these villages is their unspoilt nature and their relationship with the surrounding countryside and rural setting. As such, for the purposes of infilling, the appropriate conservation assessments must be undertaken.

18.19 Because of the importance of safeguarding the open character of the Green Belt, proposals for the change of use, particularly from other uses to residential, or the extension of buildings is more likely to be acceptable in existing settlements than in the open countryside.

Policy GB3: Reuse of Buildings

Outside defined settlement limits planning permission for the reuse of buildings within the Green Belt will be granted provided:

- a) the reuse does not have a materially greater impact than the present use on the openness of the Green Belt; and
- b) the buildings are of permanent and substantial construction and are capable of conversion without major or complete reconstruction; and

- c) the proposed reuse is the same type of use and will generally take place within the fabric of the existing building and will not require extensive alteration, rebuilding or extension; and
- d) the form, bulk and general design of the buildings are in keeping with their surroundings; and
- e) the buildings are not in close proximity to intensive livestock units or other uses that may result in a poor level of amenity for the occupier of the building; and
- f) there is already a clearly defined curtilage.

Where the proposal involves changing the use to residential, permission will only be granted in very special circumstances and where criteria (a) to (f) are satisfied; and the building(s) are within 800m of a defined settlement limit, and:

- g) it can be demonstrated that the building is unsuited to employment or recreational use and that there is no demand for buildings for these purposes in that area; or
- h) the building is of architectural or historic significance and its reuse for residential purposes would be the only way to ensure its conservation.

18.20 It is important that the reuse of buildings does not have an adverse affect on the Green Belt's openness or prejudice its purposes. It is therefore necessary to consider the impact of the proposed reuse in comparison with the existing use of the building. It is recognised that advantage may be taken of this principle by the proposed reuse of semi- permanent buildings or those, which effectively need to be redeveloped to accommodate a new function. For this reason the buildings to be reused must be permanent and of substantial construction, and be capable of the change without major reconstruction.

18.21 Within the City of York demand exists for the conversion of farm buildings to residential use, often in relatively remote locations. Proposals for residential conversion of farm buildings must be sympathetic to the original structure and setting of the building, be of permanent and substantial construction and meet the criteria defined in GB3. Proposals for residential conversion that would result in the building taking on a modern domestic appearance which could be seen as detrimental to the visual character of the locality will be resisted.

18.22 The distance of 800m from defined settlement limits has been selected because there may be properties just beyond the settlements limits for which residential reuse would be more appropriate. Residents in close proximity to the village would be within walking distance of available local services encouraging a community to be sustainable.

Policy GB4: "Exception" Sites for Affordable Housing in the Green Belt

In special circumstances the development of affordable housing on small "exception" sites in the Green Belt may be considered where:

- a) the development contributes to meeting identified need within the Parish or Ward as illustrated by an up to date local housing needs assessment; and

- b) the affordable housing is retained at an affordable price for future eligible households in perpetuity; and
- c) the development is adjacent to the existing built up area or is well related to the existing residential development and amenities located in or adjacent to a clearly identified village or settlement; and
- d) the development reflects the size and function of the settlement in terms of scale, form and character.

A proportion of market housing may be acceptable if it can be demonstrated that the site would be unviable as an exception site that meets the above criteria, without cross subsidy. In these circumstances:

- the majority of development must be for affordable housing and the market homes the necessary minimum.
- insufficient public subsidy is available.
- the market homes meet identified local need.
- It has been demonstrated through a financial appraisal that the scale of market housing component is essential for the delivery of the scheme and is based on reasonable land values for an exception site.

18.23 The spatial strategy will help to address affordable housing needs across the city but given the high need demonstrated in the *North Yorkshire Strategic Housing Market Assessment (2011)* an exception policy is another important tool to meet locally identified affordable housing need. Exception sites are used in communities to deliver affordable housing, in perpetuity, on sites which would not normally be permitted for housing. The majority of exceptions sites will be in rural areas which often fall into Green Belt land, which can help to maintain the sustainability of rural communities but there may also be some more urban sites on the fringe of the Green Belt.

18.24 York's current exception sites policy has not been successful in bringing suitable sites forward. In line with the National Planning Policy Framework we are considering how we can make such sites more deliverable, whilst still ensuring that they relate to local need, are subject to suitable scale, design and tenure standards are prioritised for local people and are secured as in perpetuity. The availability of Government funding for affordable homes through the Homes and Communities Agency has been significantly reduced and it is recognised that it may not be viable in some instances to deliver 100% affordable housing on exception sites.

18.25 Exception sites should, wherever possible, be within the settlement limits, within close proximity to public transport routes, and have easy access to other facilities. However, where no suitable site exists and a survey of local need indicates a pressing affordable need, very limited affordable housing adjoining settlements may be allowed. It will be considered inappropriate for the development of any new affordable housing in rural locations to be located where there is no access to facilities or a choice of modes of transport.

18.26 Local housing need will have to be demonstrated and an up-to-date needs survey should be carried out with the City of York Council and the relevant parish council.

All sites have to be developed wholly for affordable housing in perpetuity and the number of dwellings will be restricted to a maximum of those demonstrated by the survey as being required for local housing need.

- 18.27 The preferred option policy allows a number of market homes to cross subsidise affordable housing provision where it can be justified as necessary to make an exception scheme viable, if insufficient subsidy is not available. This is in line with the National Planning Policy Framework. It is expected that the development would provide the maximum viable level of affordable housing i.e. limiting the amount of market housing to the lowest number possible to make the scheme viable. Land value would need to be based on a realistic exception site land value, which is much less than open market housing land value to prevent raising landowner's expectations and inflation of land prices.

Policy GB5: Major Developed Sites in the Green Belt

The following major developed sites, together with the stated preferred use, have been identified within the City of York Green Belt:

<i>Site</i>	<i>Preferred Use</i>
Askham Bryan College	Education
Clifton Hospital	Employment and Residential
College of Law	Education
Elvington Water Treatment Works	Water treatment operations
Hessay Depot	Employment
Naburn Waste Water Treatment Works	Waste water treatment operations
Rawcliffe Waste Water Treatment Work	Waste water treatment operations
Stockton Hall Hospital	Health facilities
The Retreat	Health facilities
Walbutts Waste Water Treatment Works	Waste water treatment operations
York Racecourse	Racecourse related uses

On these sites limited infilling for the preferred use within the present extent of development will be permitted providing:

- i. It has no greater impact on the purposes of including land in the Green Belt than the existing development; and
- ii. It does not exceed the height of the existing buildings; and
- iii. It does not lead to a major increase in the developed portion of the site.

Redevelopment of the sites (or part of the sites) for the preferred use will be permitted subject to the above criteria and where:

- iv. The redevelopment would not occupy a larger area of the site than the existing buildings, unless this would achieve a reduction in height, which would provide a net benefit to visual amenity.

- 18.28 As part of the preparation of this Local Plan the Council has undertaken an assessment of potential sites that could be categorised as major developed sites. It

has been decided that eight sites should be designated under this policy. This is based on a guideline of 3000sq. m built footprint representing the minimum for a site's inclusion as a major developed site in the Green Belt. These designations offer a greater degree of flexibility within the Green Belt for limited infilling or redevelopment, provided the proposals are for the preferred use specified in the policy for each site.

- 18.29 There are advantages to permitting limited development at major developed sites within the Green Belt provided development does not prejudice the Green Belt's openness or its purposes. Where the sites are in existing use, limited infilling may help to provide jobs and secure economic prosperity. Similarly, the complete or partial redevelopment of these sites may, in some cases, result in environmental improvements. In such cases, the area of the site occupied by existing buildings is the aggregate ground floor area of existing buildings excluding temporary buildings, open spaces with direct external access between wings of a building, and hard standing.
- 18.30 Additionally, the character and the dispersal of any proposed redevelopment will need to be considered to ensure that there is no additional impact on the character of the Green Belt. Where a major development within the Green Belt is demolished, careful records of the extent and nature of the original development must be made and agreed with the local planning authority. These records will facilitate the accurate application of this policy.

Policy Links

- Section 10 'Housing Growth and Distribution'
- Section 11 'Aiding Choice in the Housing Market'
- Section 12 'Affordable Housing'
- Section 14 'Education, Skills and Training'
- Section 16 'Design and the Historic Environment'
- Section 17 'Green Infrastructure'
- Section 22 'Waste and Minerals'
- Section 23 'Transport'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Approach to Development in the Green Belt

1. Rely on the National Planning Policy Framework to guide development in the Green Belt
2. **Provide local policy to guide new development or building reuse in the Green Belt (this is our preferred approach)**

Approach to Exception Sites in the Green Belt

1. Do not permit exception sites for affordable housing in the Green Belt
2. Remove existing settlements from the Green Belt to enable infill/exception sites
3. **Provide local criteria for infill/exception sites in the Green Belt (this is our preferred approach)**

Approach to Major Developed Sites in the Green Belt

1. Do not permit major developed sites in the Green Belt
2. Remove existing major developed sites from the Green Belt to enable infill
- 3. Provide local criteria for major developed sites in the Green Belt (this is our preferred approach)**
4. Require the minimum built threshold for major developed sites to be less than 3000sq. m

Question 18.1 This is our preferred approach to development in the Green Belt, do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 19: Flood Risk Management

National Planning Policy Framework

National Guidance says that:

- Local Planning Authorities should adopt proactive strategies to mitigate and adapt to climate change, over the longer term, taking full account of flood risk and water supply and demand considerations (Paragraphs 94 and 99);
- inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. Local Plans should be supported by Strategic Flood Risk Assessment and develop policies to manage flood risk from all sources, taking account of advice from the Environment Agency and other relevant flood risk management bodies, Local Plans should apply a sequential, risk-based approach to the location of development to avoid where possible flood risk to people and property and manage any residual risk, taking account of the impacts of climate change, by:
 - o applying the Sequential Test;
 - o if necessary, applying the Exception Test;
 - o safeguarding land from development that is required for current and future flood management;
 - o using opportunities offered by new development to reduce the causes and impacts of flooding; and
 - o where climate change is expected to increase flood risk so that some existing development may not be sustainable in the long-term, seeking opportunities to facilitate the relocation of development, including housing, to more sustainable locations (Paragraph 100);
- when determining planning applications, Local Planning Authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment following the Sequential Test, and if required the Exception Test, it can be demonstrated that:
 - o within the site, the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location; and
 - o development is appropriately flood resilient and resistant, including safe access and escape routes where required, and that any residual risk can be safely managed, including by emergency planning; and it gives priority to the use of sustainable drainage systems (Paragraph 103).
- a site-specific flood risk assessment is required for proposals of 1 hectare or greater in Flood Zone 1; all proposals for new development (including minor development and change of use) in Flood Zones 2 and 3, or in an area within Flood Zone 1 which has critical drainage problems (as notified to the local planning authority by the Environment Agency); and where proposed development or a change of use to a more vulnerable class may be subject to other sources of flooding (Footnote 20);
- for individual developments on sites allocated in development plans through the Sequential Test, applicants need not apply the Sequential Test. Applications for minor development and changes of use should not be subject to the Sequential or Exception Tests but should still meet the requirements for site-specific flood

risk assessments. Except for any proposal involving a change of use to a caravan, camping or chalet site, or to a mobile home or park home site, where the Sequential and Exception Tests should be applied as appropriate. (Paragraph 104 and Footnote 22);

- In preparing Local Plans, local planning authorities should set out environmental criteria, in line with the policies in this Framework, against which planning applications will be assessed so as to ensure that permitted operations do not have unacceptable adverse impacts on the natural and historic environment or human health, including from increased flood risk, impacts on the flow and quantity of surface and groundwater and take into account the cumulative effects of multiple impacts from individual sites and/or a number of sites in a locality (Paragraph 143); and
- Local Planning Authorities should work with other authorities and providers to assess the quality and capacity of infrastructure for flood risk (Paragraph 162).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- in preparing Local Plans, flood risk should be a key factor in determining the location of growth;
- there is a potential conflict between the need to avoid areas of flood risk and ensuring sustainable development locations in a broader sense;
- some respondents didn't agree with the application of the exception test for sites in Flood Zone 3a;
- there is some support for the greenfield and brownfield development surface water run-off limitation targets, but they may be too restrictive and not compliant with national policy;
- there is some support for more detailed policy in a Supplementary Planning Document; and
- more trees should be planted on the outskirts together with the replanting of the Forest of Galtres to help protect against flooding.

Key Evidence Base

- City of York Council Strategic Flood Risk Assessment, Revision 2 (2013)
- City of York Council Surface Water Management Plan (2012)
- City of York Council Preliminary Flood Risk Assessment (2011)
- York Local Climate Impacts Study (2011)
- Ouse Catchment Flood Management Plan (2010)
- Flood and Water Management Act (2010) Flood Risk Regulations (2009)

Local Context

York is located at the confluence of the River Ouse and the River Foss. Also the River Derwent forms part of York's eastern boundary. The city has a history of flooding and as increased flood risk is one of the identified elements of climate change, it is considered likely that York will experience more extensive flooding more

often in the future. Consequently, flood risk is a particularly important issue for York and the management of flood risk continues to be essential, particularly following the numerous major flooding events witnessed in the city in recent years.

Following the enactment of the *Flood Risk Regulations (2009)* and the *Flood and Water Management Act (2010)*, the Council became a Lead Local Flood Authority. It has a duty to lead the co-ordination of flood risk management and to develop, maintain, apply and monitor a strategy for local flood risk management in its area. The Council's Strategic Flood Risk Assessment was first published in 2011 and revised in 2013. The City of York Council Surface Water Management Plan (SWMP) was approved at cabinet in December 2012. This report presents a Surface Water Management Plan covering the whole of the Council's area for member approval. It has been prepared following flooding experienced nationally in 2007 which resulted in the publication of the Pitt Review which included a key recommendation for Lead Local Flood Authorities to prepare Local Surface Water Management Plans. The Council has also published a Preliminary Flood Risk Assessment (PFRA).

The Environment Agency's *Ouse Catchment Flood Management Plan (2010)* provides high-level comment on future flood defence strategies. For the River Ouse Catchment within York, Policy Option 5 'take further action to reduce flood risk' has been selected. Actions to implement the policy include:

- Work in partnership to identify the requirements for improving the standard of protection at key locations.
- Work in partnership with City of York Council to reduce the risk of flooding from surface water.
- Ensure that the reviews/updates undertaken by the City of York Council of their internal and multiagency flood emergency plans take adequate account of changes in flood risk.
- Work with landowners and other organisations to change the way land is managed on the River Foss and slow the rate at which floods are generated.

Certain types of development are more vulnerable than others to the potential impacts of flooding, and as such the type of acceptable development varies with the degree of flood risk. There are two aspects of flood risk that need to be assessed:

- is the site itself at risk of flooding, and
- will development of the site cause flooding to adjacent sites and elsewhere in the catchment.

It is likely that, apart from those sites within flood zones 2 and 3 (which are at risk of flooding themselves), the second factor will be the most important to consider

Preferred Approach

Policy FR1: Flood Risk

The Local Plan will ensure that new development is not subject to flood risk and is designed and constructed in such a way that it mitigates against current and future flood events, taking into account flood risk considerations in the NPPF and the Technical Guidance.

In determining planning applications, a balanced, flexible approach that allows all material planning factors to be considered, will be taken. More specifically, in considering flood risk the Council will assess the nature of the development proposed and its flood risk vulnerability against, firstly, the 'Flood Risk Vulnerability Classification' table and, once this has been determined, the 'Flood Risk Vulnerability and Flood Zone Compatibility Classification' table from the *Strategic Flood Risk Assessment (2013)* (SFRA) and any subsequent updates. The outputs from these tables specify whether development is appropriate and whether an Exception Test (as detailed in the SFRA) is subsequently required. The current versions of these tables (SRFA Table 4.1 and Table 4.2) are replicated are replicated as Table 19.1 and Table 19.2 respectively overleaf¹.

¹ Revised versions of these tables may be included within subsequent updates of the SFRA (2013) or successor documents.

Table 19.1: Flood Risk Vulnerability Classification

Essential Infrastructure	<ul style="list-style-type: none"> • Essential transport infrastructure (including mass evacuation routes), which have to cross the area at risk. • Essential utility infrastructure which has to be located in a flood risk area for operational reasons, including electricity generating power stations; and water treatment works that need to remain operational in times of flood. • Wind turbines.
Highly Vulnerable	<ul style="list-style-type: none"> • Police stations, Ambulance stations, Fire stations, Command Centres and telecommunications installations required to be operational during flooding. • Emergency dispersal points. • Basement dwellings. • Caravans, mobile homes and park homes intended for permanent residential use. • Installations requiring hazardous substances consent. (Where there is a demonstrable need to locate such installations for bulk storage of materials with port or other similar facilities, or such installations with energy infrastructure or carbon capture and storage installations, that require coastal or water-side locations, or need to be located in other high flood risk areas, in these instances the facilities should be classified as "Essential Infrastructure")
More Vulnerable	<ul style="list-style-type: none"> • Hospitals. • Residential institutions such as residential care homes, children's homes, social services homes, prisons and hostels. • Buildings used for: dwelling houses; student halls of residence; drinking establishments; nightclubs; and hotels. • Non-residential uses for health services, nurseries and educational establishments. • Landfill and sites used for waste management facilities for hazardous waste. • Sites used for holiday or short-let caravans and camping, subject to a specific warning and evacuation plan.
Less Vulnerable	<ul style="list-style-type: none"> • Police, ambulance and fire stations, which are not required to be operational during flooding. • Buildings used for: shops; financial, professional & other services; restaurants and cafes; hot food takeaways; offices; general industry; storage and distribution; non-residential institutions not included in 'more vulnerable'; & assembly & leisure. • Land and buildings used for agriculture and forestry. • Waste treatment (except landfill and hazardous waste facilities). • Minerals working and processing (except for sand and gravel working). • Water treatment plants, which do not need to remain operational during times of flood. • Sewage treatment plants (if adequate measures to control pollution and manage sewage during flooding events are in place).
Water-compatible Development	<ul style="list-style-type: none"> • Flood control infrastructure. • Water transmission infrastructure and pumping stations. • Sewage transmission infrastructure and pumping stations. • Sand and gravel workings. • Docks, marinas and wharves. • Navigation facilities. • MOD defence installations. • Ship building, repairing and dismantling, dockside fish processing and refrigeration and compatible activities requiring a waterside location. • Water-based recreation (excluding sleeping accommodation). • Lifeguard and coastguard stations. • Amenity open space, nature conservation and biodiversity, outdoor sports and recreation and essential facilities such as changing rooms. • Essential ancillary sleeping or residential accommodation for staff required by uses in this category, subject to a specific warning and evacuation plan.

Notes to table 19.1:

This classification is based partly on Defra/Environment Agency research on Flood Risks to People (FD2321/TR2) and also on the need of some uses to keep functioning during flooding.

- a) Buildings that combine a mixture of uses should be placed into the higher of the relevant classes of flood risk sensitivity. Developments that allow uses to be distributed over the site may fall within several classes of flood risk sensitivity.
- b) The impact of a flood on the particular uses identified within this flood risk vulnerability classification will vary within each vulnerability class. Therefore, the flood risk management infrastructure and other risk mitigation measures needed to ensure the development is safe may differ between uses within a particular vulnerability classification.
- c) The impact of the flood on the particular uses identified within this flood risk vulnerability classification will vary within each vulnerability class. Therefore the flood risk management infrastructure and other risk mitigation measures needed to ensure the development is safe may differ within users within a particular vulnerability classification.

Table 19.2 Flood Risk Vulnerability and Flood Zone ‘Compatibility’

Flood Risk Vulnerability Classification		Essential Infrastructure	Water Compatible	Highly Vulnerable	More Vulnerable	Less Vulnerable
Flood Zone	Zone 1 Flood risk probability less than 1 in 1000-year (<0.1%).	✓	✓	✓	✓	✓
	Zone 2 Flood risk probability between 1 in 100-year (1%) and 1 in 1000-year (0.1%)	✓	✓	Exception Test required	✓	✓
	Zone 3a Flood risk probability between 1 in 100-year (1%) and 1 in 25-year (4%).	Exception Test required	✓	x	Exception Test required	✓
	Zone 3a(i) Annual probability of flooding up to 1 in 25-year (4%) or greater. Existing development	Exception Test required	✓	x	x	Exception Test required
	Zone 3b'Functional Floodplain' Annual flood risk probability up to 1 in 25-year (4%) or greater.	Exception Test required	✓	x	x	x

Notes to table 19.2:

- ✓ Development **is appropriate**
- x Development **should not be permitted**

This table does not show:

- a) The application of the Sequential Test, which guides development to Flood Zone 1 first, then Zone 2 and then Zone 3;
- b) flood risk assessment requirements; or
- c) the policy aims for each flood zone.

Depending on the outputs from Table 4.2 of the SFRA (replicated at Table 19.2 above) the detailed policies for the resultant flood zone classification, as stated in the SFRA will apply.

In addition, a site-specific Flood Risk Assessment that takes account of future climate change must be carried out for all planning applications of 1 hectare or greater in Flood Zone 1 and for all applications in Flood Zones 2, 3a, 3a(i) and 3b.

Developers must assess whether any proposed development is likely to be affected by flooding and whether it will increase flood risk elsewhere in the catchment. Where flood risk is present, development will only be permitted when the developer has satisfied the local planning authority that any flood risk will be successfully managed and provided details of proposed mitigation measures.

A Flood Risk Assessment (FRA) must be submitted with any planning application where flood risk is an issue, regardless of its location within the Flood Zones. Additionally, all proposed development within Flood Zones 2 and 3 will require a FRA, regardless of size. The level of detail provided within a FRA will depend on the scale of the development and flood risks posed. The Environment Agency's Flood Risk Matrix gives Standing Advice on the scope and extent of Flood Risk Assessments. More detailed policies for determining a planning application within the resultant flood zone classification are contained in the SFRA.

- 19.1 Development in inappropriate locations such as floodplains will exacerbate the flooding problems York experiences already, in addition to the increased risk of flooding arising from more intense rainfall and higher peak river flows due to climate change.
- 19.2 The approach taken in the National Planning Policy Framework (NPPF) aims to reduce the risks from flooding to people and both the natural and built environment. It provides national planning principles for the location of new development in relation to flood risk, directing development to the lowest areas of flood risk, advocating a risk-based 'Sequential Test' approach. The aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding. Development should not be permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. The Council's SFRA provides the basis for applying this test. A sequential approach should be used in areas known to be at risk from any form of flooding
- 19.3 If, following application of the Sequential Test, it is not possible, consistent with wider sustainability objectives, for the development to be located in zones with a lower probability of flooding the Exception Test can be applied, if appropriate. For the Exception Test to be passed both of the following elements will have to be satisfied for development to be allocated or permitted:
- it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been prepared; and
 - a site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

- 19.4 The Exception Test approach recognises the need to balance wider sustainability issues with flood risk. This test involves the consideration of whether the proposed development contributes to sustainable development in its wider sense, is located on brownfield land and whether a detailed site specific flood risk assessment indicates that the development will be safe and will not increase flood risk elsewhere. The Exception Test essentially allows a balance to be struck in some instances between flood risk and wider sustainability objectives, for example where a highly accessible brownfield development site lies within a high flood risk zone, which is likely to apply to some parts of York's existing built up areas.

Policy FR2: Surface Water Management

The Local Plan will ensure that new development incorporates sustainable drainage measures and, where practicable, reduces surface water flows, irrespective of which flood zone it lays in.

Sustainable Drainage

New development will be expected to incorporate Sustainable Drainage Systems (SDS), unless it can be demonstrated that it is not technically possible to do so or would compromise its viability. Where it can be demonstrated by the developer that the implementation of SDS is not feasible, consideration will be given to approving the development where more conventional surface water drainage techniques (e.g. connection to existing surface water drains) are proposed.

Where new development is proposed within or adjacent to built-up areas retrofitting existing surface water drainage systems in those areas for flood prevention and SDS within the existing built environment should be explored. Any retrofitting proposals must not damage existing environmental assets including but not limited to landscapes, trees and hedgerows and agricultural land.

Surface water

New development on brownfield sites will be approved where the surface water flows arising from the development is restricted to 70% of the existing runoff rate i.e. 30% reduction (as agreed with the Environment Agency), for all flood events up to and including a 1:100 year event. Further details of how to calculate existing runoff rates are contained in the SFRA.

New development on greenfield sites will be approved where the surface water flows arising from the development, once it is complete (and including any intermediate stages), is no higher than the existing rate prior to development taking place.

Where these surface water run-off limitations are likely to be exceeded development may be approved provided sufficient facilities for the long-term storage of surface water are installed within the development or a suitable location elsewhere. Long term surface water storage facilities must not cause detriment to existing heritage and environmental assets.

Measures to restrict surface water run-off rates shall be designed and implemented to prevent an unacceptable risk to contamination of groundwater. The acceptable level of this risk shall be agreed with the Environment Agency.

All full planning applications submitted shall include:

- A sufficiently detailed topographical survey showing the existing and proposed ground and finished floor levels (in metres above Ordnance Datum (m AOD) for the site and adjacent properties
- complete drainage details (including Flood Risk Assessments when applicable) to include calculations and invert levels (m AOD) of both the existing and proposed drainage system included with the submission, to enable the assessment of the impact of flows on the catchment and downstream watercourse to be made. Existing and proposed surfacing shall be specified.

The extent of information to be provided shall be proportionate to the type, scale and location of development and its potential associated flood risks.

- 19.5 The majority of watercourses in York are up to maximum capacity. This is recognised in Policy FR2. Where technically feasible and financially viable, runoff rates for development will be restricted to:
- existing runoff rates (if a brownfield site), based on 140 litres/second/hectare, in accordance with The Building Regulations Part H Drainage and Waste Disposal (2000 amended 2010), with a reduction of 30% in runoff where practicable; or
 - unless otherwise calculated, agricultural runoff rates (if the site has no previous development) will be based on 1.4 litres/second/hectare. To achieve this additional run off volumes will require balancing, which may entail long term storage.
- 19.6 The use of SDS must be considered, to enable the run-off targets to be met. SDS provide a method of discharging surface water in a sustainable way to reduce the risks of flooding and pollution and should be employed where technically feasible and viable. They are built to manage surface runoff and may take different forms depending on the nature of the development and the area. They can include green roofs, filter strips and swales, infiltration devices and basins or ponds with some offering opportunities for environmental and landscaping enhancement improving biodiversity and local amenity. The Local Plan will promote SDS through a Sustainable Design and Construction SPD, which will address issues of flood resilience and resistance along with SDS adoption.
- 19.7 Some common elements of SDSs, such as soakaways and other infiltration devices, may allow pollutants to enter groundwater. The susceptibility to this will need to be addressed in the design of drainage systems in new development, particularly for development on contaminated land.

Policy FR3: Ground Water Management

New development will not be permitted to allow outflow from ground water and/or land drainage to enter public sewers.

Existing land drainage systems within new development should be adequately maintained.

- 19.8 Groundwater flooding occurs as a result of water rising up from the underlying aquifer or from water flowing from abnormal springs. This tends to occur after long periods of sustained high rainfall, and the areas at most risk are often low-lying where the water table is more likely to be at shallow depth.
- 19.9 The Council has no record of areas where groundwater emergence is known to be a cause of flooding. However, due to soil types in many areas across York, land drainage is often of limited effectiveness if not properly maintained.
- 19.10 There is no local information available which provides evidence on future groundwater flood risk. The Environment Agency has produced a national dataset, Areas Susceptible to Groundwater Flooding. Based on this it is believed that groundwater emergence will not be an issue.

Policy Links

- Section 17 'Green Infrastructure'
- Section 20 'Climate Change'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Flood Risk

1. Restrict all new development in the floodplain
2. Restrict all new development on greenfield sites in the floodplain
3. Rely on NPPF to guide development in the floodplain
4. **Provide local policy to guide development in the floodplain (this is our preferred approach)**

Flood Risk Management

1. Rely on NPPF to guide flood mitigation/surface water drainage/groundwater protection measures
2. **Require all new development to adopt specified flood mitigation/surface water drainage/groundwater protection measures (this is our preferred approach)**
3. Require all new development to contribute to long term climate change adaptation measures

Question 19.1 This is our preferred approach to flood risk do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 20: Climate Change

National Planning Policy Framework

National Guidance says that:

- one of the core planning principles is to support the transition to a low carbon future in a changing climate and encourage the use of renewable resources such as renewable energy development (Paragraph 17);
- the planning system has an environmental role in helping to mitigate and adapt to climate change including moving to a low carbon economy (Paragraph 7);
- planning has a key role to play in delivering renewable and low carbon energy and its infrastructure (Paragraph 93);
- Local Planning Authorities should have a positive strategy to promote energy from renewable and low carbon sources; design their policies to maximise renewable and low carbon energy development; and consider identifying suitable areas for renewable and low carbon energy and supporting infrastructure (Paragraph 97);
- Local Planning Authorities should not require applicants for energy development to demonstrate the overall need for renewable or low carbon energy and also recognise that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions; and applications should be approved if their impacts are, or can be made, acceptable (Paragraph 98); and
- Local Planning Authorities should actively support energy efficiency improvements to existing buildings and when setting any local requirement for a building's sustainability, do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally prescribed standards (Paragraph 95).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- the proposed targets for renewable energy are too high, whilst others felt that they are not ambitious enough;
- development of all sizes should be captured within the renewable energy target thresholds, whilst others felt that only new major developments should make provision;
- all developments should undertake sustainability statements whilst others felt that they should be deleted; and
- wind turbines shouldn't be located in the green belt and others asked for more detail on identifying specific locations.

Key Evidence Base

- The City of York Local Plan Area Wide Viability Study (2013)
- Richmondshire Low Carbon and Renewable Energy Potential Study (2012)
- Windfall Justification in the Future Housing Supply (2012)
- Managing Landscape Change: Renewable and Low Carbon Energy Developments – A Sensitivity Framework of North Yorkshire and York (2012)

- How Local Authorities Can Reduce Emissions and Manage Climate Risk (2012)
- The Low Carbon and Renewable Energy Capacity in the Yorkshire and Humber (2011)
- The Climate Change Framework and Action Plan (2010)
- Carbon Modelling Study for York (2010)
- The Renewable Energy Strategic Viability Study for York (2010)
- An Industry Report Code for Sustainable Homes: A Cost Review (2010)
- The Potential Costs of District Heating Networks (2009)
- The Climate Change Act (2008): Part One
- Section 19 of the Planning and Compulsory Purchase Act as amended by S182 of the Planning Act (2008)
- Private Sector House Conditions Survey (2008)
- <https://www.gov.uk/government/consultations/building-regulations-conservation-of-fuel-and-power>
- <http://www.zerocarbonhub.org/definition.aspx?page=4>

Local Context

The Local Plan has an important role in delivering sustainable development in line with the National Planning Policy Framework (NPPF). This will not be achieved through one single policy but collectively through all the Plan's policies, resulting in communities that are well connected, well served, environmentally sensitive and considerate of the local environment, thriving (economy), well designed and built, and active, inclusive and safe.

Policy SD1 'Sustainable Development' sets out the overarching sustainability principles that the rest of the Plan's policies expand on. These relate to sustainable travel, flood risk, sustainable communities, economic prosperity, air quality, waste management, local historic character, renewable energy, sustainable design, natural and built environment, biodiversity, Green Belt, mineral resources.

This section in particular, has an important role in outlining how York will meet the challenges of Climate Change specifically through requiring decentralised renewable/low carbon energy and high standards of sustainable design and construction. The importance of responding to climate change and reducing carbon emissions is embodied in the Spatial Principles of the Local Plan.

The Climate Change Framework and Action Plan covers 2010 to 2015 and will enable York to coordinate and drive forward actions to reduce Carbon Dioxide (CO₂) and other emissions across the city in the long term and up until 2050. The Action Plan covers 2010 to 2013 will be a combination of two specific action plans. The plans are broken into mitigation, actions that will reduce emissions from across York and adaptation, actions that will help York to better prepare and adapt to predicted changes in climate (the Action Plan will be refreshed in 2013). The headline objectives include:

- reducing York's CO₂ and other green house emissions in line with Government targets;

- coordinating CO₂ and other greenhouse gas emission reduction initiatives across York;
- coordinating actions to better prepare York for future climate change; and
- making fuller use of potential for low carbon, renewable, localised sources of energy generation across the city.

The City of York Council has also carried out carbon modelling to identify plausible measures that could theoretically, if delivered, help the city to reach the targets of the *Climate Change Framework and Action Plan (2010)*. The modelling illustrated the substantial role that renewable energy and energy efficiency measures in both the domestic and non-domestic will need to play if the city is to meet the ambitious targets it has set by 2020 and 2050. In addition to the Climate Change Framework and Action Plan, and as a result of this modelling, the city over the coming years, aims to undertake several research and feasibility projects to identify sites, partners and funding for:

- possible low carbon/zero carbon Combined Heat and Power (CHP) schemes with possible opportunities for district heating networks across appropriate sites in York;
- other low carbon/renewable schemes such as large-scale and medium-scale wind generation;
- citywide/area based domestic energy efficiency and renewable energy installation programmes;
- citywide roll out of replacement transport fuels such as electricity.

Total emissions for the City of York have fallen by 13% between 2005 and 2010 from 1.3 to 1.13 million tonnes. This is a reduction of over 170,000 tonnes of CO₂. However, for the city to meet its 40% interim 2020 carbon reduction and 80% 2050 carbon reduction target it will need to save over 1.3 million tonnes of carbon respectively.

The *Renewable Energy Strategic Viability Study for York (2010)* by AEA identified that it would be challenging for York to achieve the national targets locally of 30% electricity and 12% heat from renewable resources by 2020 but highlighted that the City of York does have the potential to make a significant contribution with up to 182,995 MWh/yr electricity (24% of demand by 2020).

Table 20.1 below taken from the AEA study highlights York's current and future renewable energy potential taking account York's unique natural and historic environment.

Table 20.1: Current and Future Renewable Energy Potential

	Installed capacity pre 2020 (Mega Watts)		Installed capacity post 2020 (to 2031) (Mega Watts)	
	Electricity	Heat	Electricity	Heat
Installed, planned and prospective	5.0	4.0	5.0	4.0
Mega Watts Targets	38.7	15.1	39.8	18.0

The Renewable Energy Strategic Viability Study for York (2010) indicates that this could be achieved by the following diverse range of technologies and provides guidance on the spatial locations factoring in York's constraints. The range of technologies could include: Large, medium and small scale wind; Hydro; CHP; Biomass for district heating and single building heating; Solar Photovoltaic: Solar thermal; and Ground/air source heat pumps.

The *Low Carbon and Renewable Energy Capacity in Yorkshire and Humber Study (2011)* provides a technical appraisal of the potential resources that could theoretically generate renewable and low carbon energy in the region and including York. It highlights that whilst York has significant potential opportunities for commercial scale wind energy, local issues such as the historic setting of Yorkshire Minster may limit the opportunities available to the city. In particular this study highlighted the significant potential for district heating networks in the City Centre and that whilst the urban nature of the City Centre presents opportunities for further microgeneration deployment this must be balanced with the need to protect the city's heritage environment.

Preferred Approach

- 20.1 *The Climate Change Act (2008)* sets a legally binding target for reducing carbon dioxide emissions by at least 34% by 2020 and at least 80% by 2050, compared to 1990 levels. The *Energy White Paper: Meeting the Energy Challenge (2007)* and the *Energy Act (2008)* support these binding reduction targets and will move the UK towards a low carbon economy by placing renewables and energy efficiency at the heart of the UK's future energy system. Under the EU Renewable Energy Directive, the UK has signed up to a legally binding EU target of producing 15 per cent of its energy from renewable sources by 2020. The 2009 UK Renewable Energy Strategy set out the government's plans for ensuring the UK meets its EU target. By sector, the government aims to generate 30 per cent of electricity, 12 per cent of heat and 10 per cent of transport energy from renewable sources by 2020.
- 20.2 The Government is committed to zero carbon standards for domestic and non-domestic properties. Table 20.2 below illustrates the current timescales for delivering this.

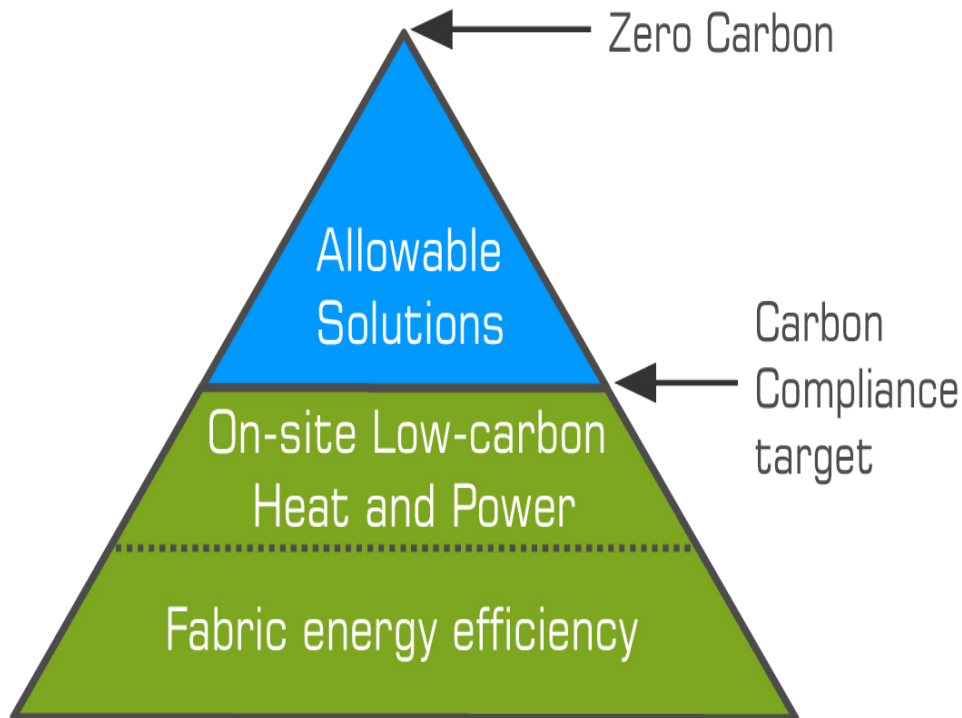
Table 20.2: Timescales for Zero Carbon Standards

Building type	Timescale for zero carbon standards
New homes	2016
New non-domestic buildings	2019

- 20.3 In 2012, options to change Building Regulations in October 2013 (section two Part L Conservation of fuel and power) were proposed to act as an interim step on the trajectory towards achieving zero carbon standards from 2016/19. In order to achieve these targets the following zero carbon definition and hierarchy has been developed for the Government by the Zero Carbon Hub. Figure 20.1 overleaf illustrates the zero carbon hierarchy to achieving zero carbon. This is made up of

three parts, Energy Efficiency, Carbon Compliance and Allowable Solutions. The Energy Hierarchy aims to reduce the need for energy followed by being more energy efficient, then using renewable energy.

Figure 20.1: Zero Carbon Hierarchy



Energy Efficiency

- 20.4 The foundation for any zero carbon home is, by ensuring good energy efficiency to minimise energy demand. Zero Carbon Hub has delivered a Fabric Energy Efficiency Standard (FEES) which the government has proposed to use in its consultation on changes to Part L of Building Regulations 2013.

Carbon Compliance

- 20.5 The overall onsite contribution to zero carbon (including energy efficiency above) is called Carbon Compliance. This includes on-site low and zero carbon energy such as PV and connected heat such as a community heating network. A carbon compliance target is also proposed to be introduced in 2013 Building Regulation changes. No actual targets as yet are proposed but they are likely to be reached only through high FEES and some element of on-site low and zero carbon energy.

Allowable Solutions

- 20.6 The remainder but significant emission reductions required for 2016 / 2019 zero carbon targets can be achieved via Allowable Solutions (assuming that most sites can not feasibly generate enough on-site low and zero carbon energy). This is not to be introduced through Building Regulation changes in 2013 and there is uncertainty about exactly what these might be and how much they might cost. It is expected to be in place from 2016.

Policy CC1: Supporting Renewable and Low Carbon Energy Generation

The Local Plan will support and encourage the generation of renewable and low carbon energy through proposals that meet all of the following requirements:

- i. respond positively to the opportunities identified in The Renewable Energy Strategic Viability Study for York (2010) and as shown as potential areas of search for renewable electricity generation on the proposals map; and
- ii. are in accordance with the Plan's Spatial Strategy; and
- iii. demonstrate that there will be no significant adverse impacts on landscape character, setting, views, heritage assets and Green Belt objectives; and
- iv. demonstrate benefits for local communities.

- 20.7 The development of renewable sources of energy can make a valuable contribution to tackling the rate of climate change and they will be encouraged. The proposals map identifies potential areas of search for renewable electricity generation which includes commercial wind and hydro. It is based on the potential capacity for renewable electricity identified in the *Renewable Energy Strategic Viability Study (2010)*. This study identified the areas of greatest potential taking into account an assessment of natural resources and constraints.
- 20.8 To assist in the assessment of proposals the Council will encourage applicants to use *Managing Landscape Change: Renewable & Low Carbon Energy Developments – A Sensitivity Framework of North Yorkshire and York' (2012)* in preparing their planning applications for renewable electricity and heat production installations. Commercial scale proposals for low carbon and renewable energy schemes that respond favourably to the opportunities and sensitivities identified in these documents and which meet the Spatial Principles, will be encouraged and supported.
- 20.9 The above policy only focuses on stand alone renewable technologies and does not include district heating and combined heat and power networks. This is because District Heat Networks and Combined Heat and Power are seen as being an integral part of creating sustainable new developments and this is dealt with in the following policy.

Policy CC2: Sustainable Design and Construction

All new development will be expected to make carbon savings through reducing energy demand, using energy and other resources efficiently and by generating low carbon / renewable energy in accordance with the energy hierarchy. The key areas the Council will seek to address this through the Local Plan are:

A. Sustainable Design and Construction of New Development

- i. All new development will be required to produce a Sustainability and Sustainable Energy Statement to demonstrate that the following minimum standards of

construction (or other equivalent standard) are achieved, unless it can be demonstrated that it is not feasible or viable:

- *New Build Residential Developments: Code for Sustainable Homes Level 4****;*
- *Conversions of existing buildings and changes of use to residential, to achieve BREEAM Eco-Homes 'Very Good';*
- *Minor Non-residential Developments: BREEAM 'Very Good'; and*
- *Major Non-residential Developments: BREEAM 'Excellent'.*

- ii. All major development shall make provision of and connection of infrastructure to a network for an existing or proposed Combined Heat and Power Station or District Heating Network unless it is demonstrated that a better alternative for reducing carbon emissions for the development can be achieved or it is not technically possible.
- iii. If "Allowable Solutions" are introduced, the Council will require developers to achieve zero carbon standards through energy efficiency and carbon compliance on site. Where this is not feasible, developers will be expected to explore with the Council local off-site solutions to meet zero carbon standards.

B. Consequential Improvements to Existing dwellings.

When applications are made to extend dwellings the Council will seek to secure reasonable and proportionate improvements to the energy performance of the dwelling. This will be in addition to the requirements under Part L of the Building Regulations for the changes for which planning permission is sought.

C. District Heating and Combined Heat and Power Networks

For all allocated new development and residential development of 10 dwellings or more, and non residential development (of 1000m² or more) gross external floor space the Sustainable Energy Statement will also be required to integrate Combined Heat and Power and district/block heating networks or cooling infrastructure, and uses reasonable endeavours to provide the necessary infrastructure to:

- i. Establish and provide a new network on site; and
- ii. Connect to existing networks where available; and
- iv. Provide development designed to provide for future connection.

Unless it is technically not feasible or viable.

Sustainable Design and Construction of New Development

- 20.10 Policy CC2 aims to ensure that all new development in the City of York achieves high standards of sustainable design and construction, both in relation to carbon savings and also for wider sustainability goals of reuse of materials and prudent use of natural resources. A Sustainability Statement (including a Sustainable Energy Statement) will be required for all new residential and non-residential applications. It will need to demonstrate that the development will be of a high standard of sustainable design and construction using techniques to ensure building design,

including orientation and layout (for passive solar benefits), provide clear sustainable energy strategy and calculations to meet energy efficiency and carbon compliance targets, an account of how renewable energy generation has been considered for the site, respond to site characteristics, orientation and environmental constraints.

- 20.11 A Sustainable Design and Construction SPD will be developed to support and help achieve the requirements of this chapter covering renewable energy generation, sustainable design and construction, climate resilience good practice and also consequential improvements and other relevant issues to ensure that the local plan meets the challenges of climate change.
- 20.12 The policy requires all development to achieve national standards (or other equivalent standard) of construction to ensure the highest standards of sustainable design and construction are achieved as part of an essential part of the climate change mix in order for the City of York Council to reduce its eco and carbon footprint. These measures align with the aims of the Council's Climate Change Framework and are justified by the Carbon Modelling which indicated that, without positive intervention to reduce emissions CO₂, emissions will have risen by around 31% by 2050¹ and highlights the substantial role that renewable energy and energy efficiency measures in both the domestic and non-domestic development will need to play if the city is to meet the ambitious targets it has set by 2020 and 2050.
- 20.13 The Code for Sustainable Homes sets out a national rating system to assess the sustainability of new residential development covers nine sustainability criteria including CO₂ reduction, ecology, waste, materials, and pollution which align with the wider objectives of the Local Plan. To achieve a full code rating, a range of sustainability issues will have to be incorporated into the building and site design. An industry report Code for Sustainable Homes: A Cost Review (produced for Department for Communities Local Government by Davis Langdon, March 2010), on the Cost Implications of the Code for Sustainable Homes shows that costs associated with meeting the Code are relatively modest for most elements. A significant proportion of the costs of delivering Code levels is in meeting the standards for CO₂ emissions, which will become necessary for meeting Building Regulations anyway. The percentage uplift in build costs associated with Code requirements not related to the energy and CO₂ requirement is around 3% for flats and around 6% for houses for Code Level 4. Code level 4 is therefore considered a viable standard for new development for York.
- 20.14 While build cost estimates for BREEAM 2011 are not yet available, figures are available for the percentage increase on the base build cost to deliver Very Good, Excellent, and Outstanding ratings under BREEAM Offices (2008) (Reference Target Zero (2011) Guidance on the Design and Construction of Sustainable Low Carbon Office Buildings). The evidence shows that the cost uplift for applying BREEAM Very Good 2008 to offices was less than 1% over base construction cost, and less than 3% for Excellent. Major development is defined as 10 or more dwellings and 1,000m² or more of non residential floorspace. Minor development is all development below these thresholds.

¹ Carbon descent 2010: Carbon modelling study for York.

Consequential Improvements

- 20.15 It is estimated that 80% of buildings in the UK will still be in use by 2050. As such, it is important that these buildings use energy in the most efficient way. Of the total number of planning applications received in York, almost 50% of them are for householder development. In the year to November 2012 there were 761 out of a total of 1,556.
- 20.16 In York private dwellings are of mixed origin but predominantly of post Second World War construction. 45,741 dwellings (64.0%) were constructed Post-1944. Within this group, 20,813 dwellings (29.1%) were constructed post-1981. Pre-war construction remains significant with 25,731 dwellings (36.0%) constructed pre-1945. The pre-1,919 sector comprises 12,814 dwellings or 17.9%, with 12,917 dwellings (18.1%) constructed in the inter-war period. The proportion of pre-war housing locally is below the national average for private housing (43.3%).
- 20.17 The Committee of Climate Change's *How local authorities can reduce emissions and manage climate risk (2012)* stresses the importance of local planning authorities enforcing energy efficiency standards in new buildings and building extensions. The report recommends that there is scope for local planning authorities to require energy efficiency improvement in return for granting planning permission.
- 20.18 As such, the Council as Planning Authority will support and encourage consequential improvements when applications for extensions to dwellings are made to help improve energy efficiency. Since consequential improvements for nondomestic buildings are required for the Building Regulations this policy focuses solely on housing. The Council will support homeowners in delivering efficiency improvements by identifying financial support initiatives that are applicable to the proposed energy efficiency measures. A flexible approach will be applied when dealing with listed buildings or buildings in conservation areas where it may measures that would help safeguard the asset from harm arising as a result of climate change will also be considered. Ensuring the safeguarding of older dwellings can often be a more sustainable option than allowing their demolition and rebuilding of new dwellings to modern standards due to the CO₂ emissions that would result from the demolition/construction process.
- 20.19 The Council will seek to make the most of straightforward opportunities for improvement such as loft and cavity wall insulation, draught proofing, improved heating controls and replacement boilers. The measures sought by the Council will be reasonable and proportionate to the costs of the extension/development proposed. The Council will set out the procedure for Consequential Improvements in a Supplementary Planning Document, and this part of Policy CC2 will not be implemented until that SPD has been completed.

District Heating and Combined Heat and Power Networks

- 20.20 *The Yorkshire and Humber Low Carbon and Renewable Energy Capacity Study (2011)* and the *Renewable Energy Strategic Viability Study (2010)* both identify the important potential contribution to renewable District Heating and Combined Heat and Power (CHP) networks for the City of York.

- 20.21 The Renewable Energy Strategic Viability Study advises that CHP and District Heating should be explored on several of York's key development opportunities. These included Terry's, Hungate, Nestle, York Central and at the University of York's Heslington East campus as a consequence of high/stable heat loads. The allocations proposed in the Local Plan (including the above sites) are all of sufficient scale to potentially have viable heat loads for either CHP or District Heating. Other sites such as the Former North Selby Mine Site which contains a significant 12 MW connection to the electricity grid also provide opportunities for renewable/low carbon energy development. The emerging City of York Lower Output Area Heat Map will identify suitable locations and sites with potential for low carbon district heat networks and will identify areas of existing development with existing high heat demand neighbouring or close by allocations.
- 20.22 Evidence has shown² that with the avoided costs for carbon compliance, the net cost for a District Heat Network can be negative for flats (ie a net saving is made), and for high density housing biomass heating almost breaks even now. The Local Plan viability work includes assumptions for CHP/District Heating costs at current prices. As with the microgeneration market, the technology is constantly evolving and costs are expected to reduce over the lifetime of the plan.
- 20.23 York's opportunities for generating renewable electricity and heat are challenging because of the historic setting and character of the city. Therefore the Local Plan needs a positive strategy to encourage the opportunities to pursue CHP on all major development sites, subject to technical and financial viability.

Allowable Solutions

- 20.24 Once a developer has met carbon compliance requirements on-site, the current definition of zero carbon requires that they deal with the remaining carbon emissions through other activities known as "Allowable Solutions" which may be "off-site" or "near site". The Council will produce further policy to ensure that Allowable Solutions are assessed and coordinated to ensure that they align with the Local Plan and *Climate Change Framework and Action Plan (2010)*.

Policy Links

- Section 8 'Economy'
- Section 10 'Housing Growth and Distribution'
- Section 14 'Education, Skills and Training'
- Section 21 'Environmental Quality'
- Section 23 'Transport'
- Section 25 'Infrastructure and Developer Contributions'

²Chapter 8 Richmondshire Low Carbon and Renewable Energy Potential Study (Aecom, 2012) and the Potential Costs of District Heating Networks (Poyry, Faber Maunsell, Aecom, 2009)

Alternatives

Renewable and Low Carbon Energy Development

1. Restrict renewable and low carbon energy development
2. Rely on the National Planning Framework to guide renewable and low carbon energy development
- 3. Provide generic local criteria/locations to guide for renewable and low carbon energy development (this is our preferred approach)**
4. Provide detailed local criteria/identify sites to guide renewable and low carbon energy development

Code for Sustainable Homes

1. Set targets at Code for Sustainable Homes (CSH) Level 1-3 or equivalent (do nothing option)
- 2. Set targets at CSH Level 4 or equivalent, higher standards may not be achieved unless developer led (this is our preferred approach)**
3. Set targets at CSH Level 5-6 or equivalent (zero carbon option)
4. Set targets at CSH Level 5-6 or equivalent for only major developments

Building Regulations

- 1. Rely on 2010 Building Regulations for carbon savings (until proposed 2013 Building Regulations are implemented) (this is our preferred approach)**
2. Require that major development achieves an additional 10% reduction in excess of building regulations.
3. Require that all development achieves an additional 10% reduction in excess of building regulations

Question 20.1 This is our preferred approach to Climate Change do you think this is appropriate or should one of the alternatives or a different approach be taken?

Question 20.2 For Residential Developers The requirements in Policy CC2 refer to nationally described standards consistent with the Government's zero carbon policy. The Policy proposes that Code for Sustainable Homes level 4 is used as this will align with Building Regulations 2013 therefore the additional cost is unlikely to be substantial.

However in order to ensure the Local Plan is doing all it can to meet the challenge of Climate Change and work towards zero carbon the Policy additionally requires that major developments (10 or more dwellings) achieve an additional 10% CO₂ savings on top of this.

- a) Do you consider the +10% saving should be applied to major developments?

- b) Do you think it would be easier for developers to implement if the Council required Code for Sustainable Homes Level 5 for Major development instead of the +10%?

Question 20.3 For Commercial Developers The requirements in Policy CC2 refer to nationally described standards consistent with the Government's zero carbon policy. The Policy proposes that BREEAM Very Good is used for minor commercial development and Excellent for Major. Major development is all non residential development exceeding 1000m². Minor is all that below 1000m².

Evidence shows that the additional costs of meeting the BREEAM Excellent standard are only 3% more than normal build costs, and only +1% for BREEAM Very Good. Most commercial development in York is for schemes of less than 1000m².

Do you think that all development should have to meet BREEAM Very Good or BREEAM Excellent?

Question 20.4 For Homeowners In order to ensure we are doing everything we can to reduce our carbon footprint, Policy CC2 contains a section called "Consequential Improvements". This part of the policy applies to applications for extensions or alterations to existing residential dwellings. It would require that home owners undertake some improvements to the energy efficiency of the existing house as part of the planning permissions. In all cases they would be limited to modest and proportionate works.

- a) Do you think this is reasonable?
- b) Do you think the method for calculating the extent of works the homeowner has to undertake would fairest if it is:
- defined as a % of the total build cost – for example no more than 10% or
 - defined as an improvement in the Energy Performance Certificate level; for example to improve 2 levels.
- c) In terms of additional work and costs if you were applying for an extension to your home would you rather:
- Undertake your own assessment and calculations and have a visit and 'sign off' from building inspectors, or

- Have a professional complete an Energy Performance Certificate (unless you have one that is less than 10 years old) for a fee but save yourself the work.

Section 21: Environmental Quality

National Planning Policy Framework

National Guidance says that:

- planning should always seek to secure a good standard of amenity for all existing and future occupants of land and buildings (Paragraph 17);
- the planning system should contribute to and enhance the natural and local environment by: preventing both new and existing developments from contributing to or being put at unacceptable risk from soil, air, water or noise pollution or land instability; and remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate (Paragraph 109);
- to prevent unacceptable risks from pollution and land instability, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account (Paragraph 120);
- where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner. (Paragraph 120);
- planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas (Paragraph 124);
- developments should be located and designed where practical to incorporate facilities for charging plug in and other ultra low emission vehicles (Paragraph 35);
- planning policies and decisions should aim to:
 - avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development;
 - mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions;
 - recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established;
 - identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason (Paragraph 123);and
- by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation (Paragraph 125).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you told us that:

- the previous approach to air quality did not go far enough, and a stronger or more radical position needed to be taken;
- some low carbon technologies are detrimental to air quality;
- an holistic and city wide approach to air quality was important, with the relationship with both spatial and transport planning highlighted as key;
- there is a perception that there is more and more street lights/sports centre lights etc. increasing light pollution;
- development should ensure that there is not unacceptable levels of noise and light pollution or odours; and
- the issue of land that is contaminated should be considered in policy development.

Key Evidence Base

- 2012 Air Quality Updating and Screening Assessment for City of York Council: In Fulfilment of Part IV of the Environment Act 1995 Local Air Quality Management (2012)
- Low Emission Strategy (2012)
- Your Premises, A Guide to Controlling Noise from Pubs, Small Licensed Venues and Clubs (2011)
- Contaminated Land Strategy (2001, revised 2010)
- Noise Policy Statement for England (2010)
- Your Building Site: A Developer's Guide to Controlling Pollution and Noise from Building, Construction and Demolition Sites (2010)
- Guidance for Development on Land Affected by Contamination (2012)
- 2011 Air Quality Progress Report for City of York Council: In Fulfilment of Part IV of the Environment Act 1995 Local Air Quality Management (2011)
- Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems (2005)
- Air Quality Action Plan 2 (2006)
- Guidelines on Community Noise (1999)

Local Context

Air Quality

Reducing emissions and improving air quality are key delivery mechanisms for achieving two of the main priorities in the Council Plan: the protection of vulnerable people and protection of the environment. Furthermore, the Council has a legal requirement under the *Environment Act (1995)* to review and assess local air quality and declare Air Quality Management Areas (AQMAs) where national health based objectives are not met. In York there are currently three AQMAs. Local air pollutants are those that have a direct impact on public health, especially that of the young and old, and those with respiratory and circulatory problems. The main air pollutants of concern in York are Nitrogen Dioxide (NO₂) and particulates (PM). These have been linked to lung diseases (asthma, bronchitis, and emphysema), heart conditions and

cancer. Based on national estimates, pro rata between 94 and 163 people die prematurely in York each year due to the impacts of poor air quality. This is more than the estimated combined impact of obesity and road accidents together. Poor air quality puts the health of York's residents at risk, creates an unpleasant environment for visitors, may damage historic buildings and places an additional financial burden on local health service providers.

In 2002 City of York Council declared an AQMA around the inner ring road where concentrations of NO₂ were above health based objective levels. Concentrations of NO₂ within the city centre AQMA, after some initial decline, have continued to increase year on year since 2006 despite the introduction of two Air Quality Action Plans (AQAPs). The health based annual average NO₂ objective continues to be exceeded at many locations around the inner ring road and more recently further air quality issues have been identified in suburban locations. A second AQMA was declared in Fulford in April 2010 and, a third on Salisbury Terrace in April 2012. In addition, the city centre AQMA has recently been amended to reflect further breaches of the annual and hourly mean NO₂ objectives.

The AQAPs developed to date have focused primarily on encouraging 'modal shift' with an emphasis on encouraging walking, cycling and public transport use. Whilst reducing the number of journeys undertaken by car remains an important aspect of air quality management in York, modal shift alone is not delivering a great enough improvement in air quality.

It is recognised that to tackle poor air quality a more holistic approach to carbon and local air quality management is needed to ensure all emissions to air are minimised as far as possible. An overarching *Low Emission Strategy (2012)* is now in place to address these issues which aims to transform York into the UK's first low emission city. Improving local air quality is essential to the future well being of the city and its residents, but this has to take into account how we deliver opportunities for economic growth, new development and the ability of residents and visitors to travel freely around the city.

Given that air is not static and pollutants are generated across the city as people travel between places, emissions to air must be considered in a city wide context to address cumulative air quality impacts. The Low Emission Strategy highlights the roles that the planning system can have in controlling and reducing emissions of local air pollutants.

Managing Environmental Quality

Control of development through the planning process is one of the key delivery mechanisms by which potential adverse environmental impacts or adverse human health effects can be controlled, helping to achieve two of the Council's corporate priorities: the protection of vulnerable people and protection of the environment.

Some development can cause pollution and pose a risk to the environment. A rigorous approach to such development is needed in order to protect ecological systems, cultural assets and amenity and to improve people's quality of life and health.

Land Contamination

Part 2A of the Environmental Protection Act 1990 establishes a legal framework for dealing with land contamination in England. In addition, land contamination is a material planning consideration under the Town and Country Planning Act 1990. The Council's Contaminated Land Strategy (2001, revised 2010) outlines its strategic approach for carrying out its statutory inspection duties and for securing remedial action. The strategy was reviewed and updated in 2005 and 2010, and is next due to be reviewed in 2013.

To date, the Council have not determined any sites as contaminated land under Part 2A of the Environmental Protection Act 1990. Consequently, there are currently no entries on our contaminated land register. However, the Council has identified 3,669 potentially contaminated sites within the city (see Figure 20.3). All of the potentially contaminated sites have a past industrial use or have been used for waste disposal activities. High levels of contaminants in the ground can cause significant harm to human health i.e. disease, serious injury. The Council will protect health by ensuring that development sites are safe and suitable for their proposed use.

Preferred Approach

Policy EQ1: Air Quality

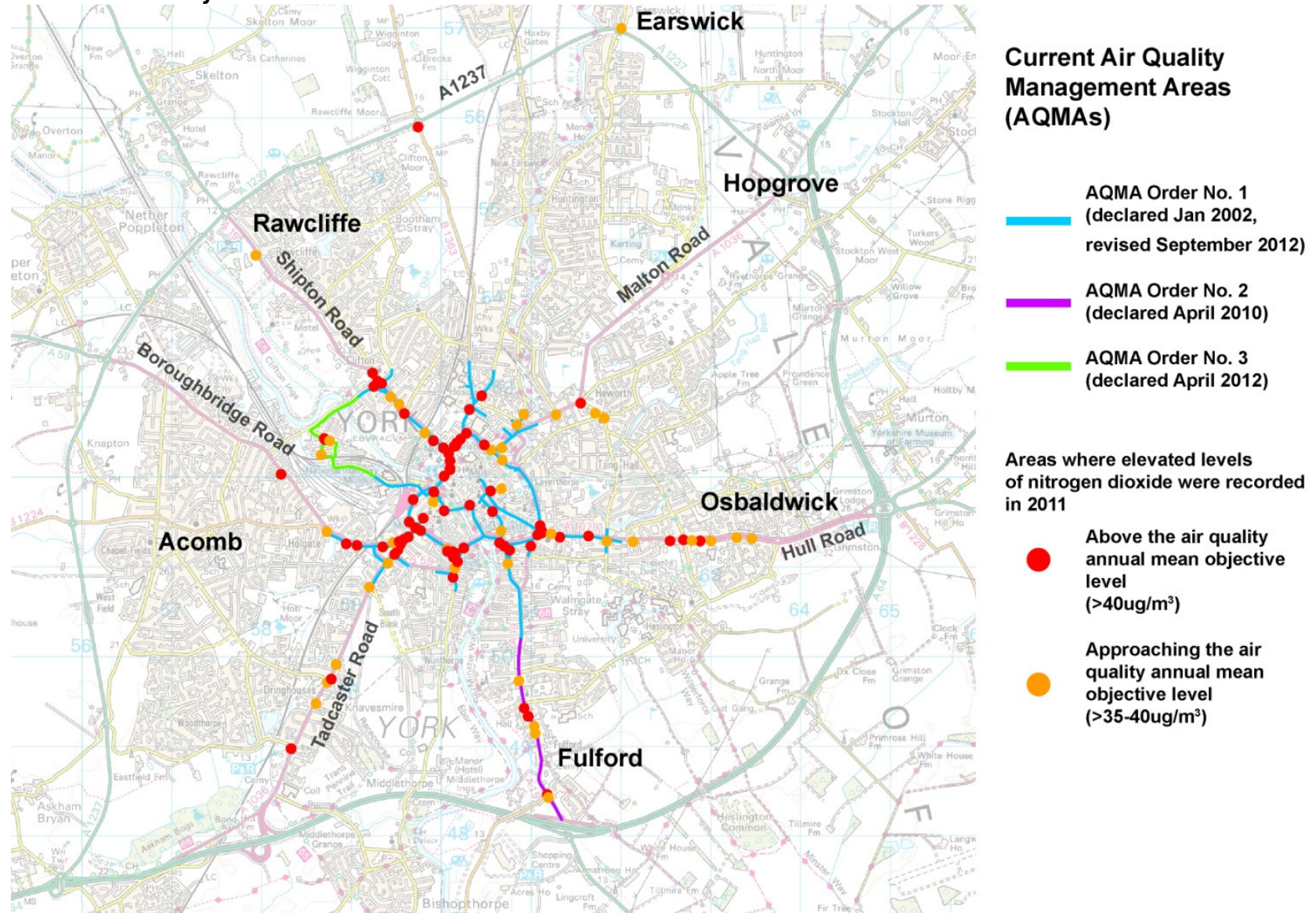
Development will only be permitted if the impact on air quality is acceptable and mechanisms are in place to mitigate adverse impacts and reduce further exposure to poor air quality. This will help to protect human health.

To establish whether air quality impacts are acceptable all minor and major planning applications are required to identify sources of emissions to air from the development and submit an Emissions Statement identifying how these emissions will be minimised and mitigated against. For major developments a more detailed Emissions Assessment may be required to fully assess and quantify total site emissions in terms of potential damage costs to both health and the environment both with and without mitigation measures in place. Further guidance will be made available to assist applicants with this process. For major developments with significant air quality impacts, a full Air Quality Impact Assessment should be undertaken to establish the resultant impact on local air quality (in terms of change in ambient concentration of air pollutants).

The Council will review the significance of the air quality impacts in line with national guidance. The exercise of professional judgement by both the organisation preparing the air quality assessment and the local authority officers when they evaluate the findings is an important part of the assessment of significance. Evaluation of air quality impacts will take into account factors such as the number of people affected, the absolute levels and the predicted magnitude of the changes in pollutant concentrations. The evaluation will also take account of how the impacts relate to the requirements of local air quality principles.

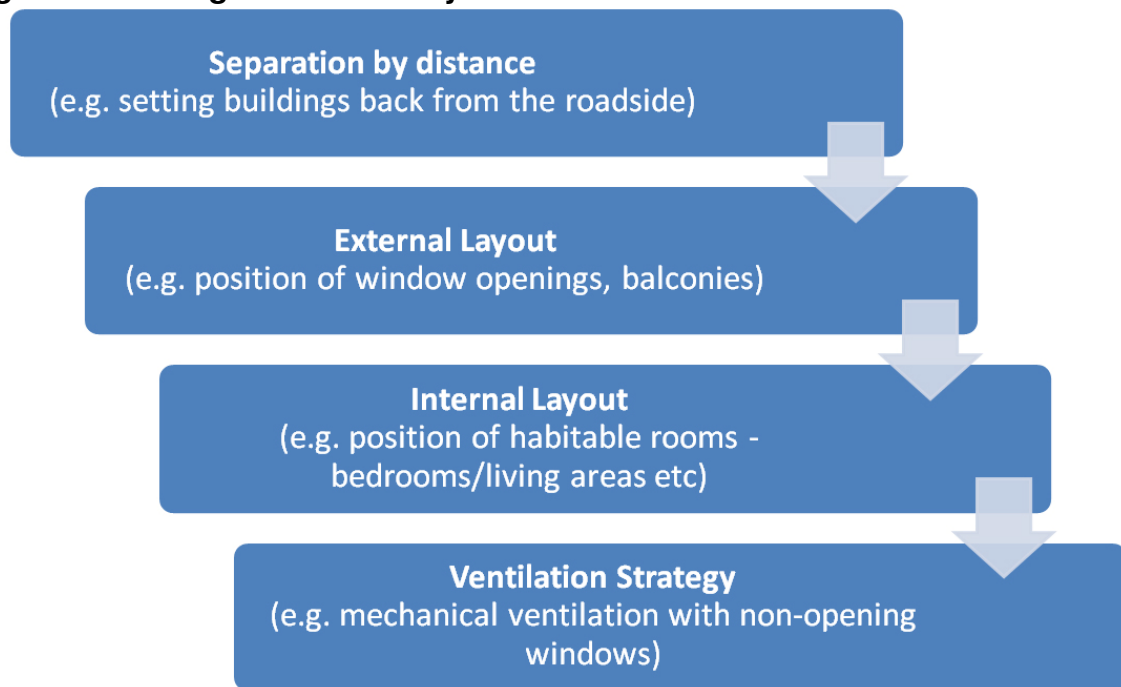
- 21.1 Figure 21.1 overleaf shows York's current AQMAs and areas where elevated levels of NO₂ have been recorded. During the lifetime of the plan, areas of air quality concern may change and further AQMAs may need to be declared in the future.

Figure 21.1: Air Quality in York



21.2 In order to reduce emissions to air and improve air quality the impact of development on air quality must be acceptable. The significance of the air quality impacts will depend on the context of the development. Air quality is likely to be a high priority consideration where the development leads to a breach, or significant worsening of a breach of an Air Quality Objective, in an AQMA for example, or indeed where the development introduces new exposure into an exceedance area. Mechanisms must be put in place to prevent (or reduce as far as practically possible) further human exposure to poor air quality. This is applicable to both new developments and on existing sites that can be affected by new development. Development which includes 'relevant' locations in areas where air quality is known to be above or approaching air quality objective values must seek to reduce exposure according to the design mitigation hierarchy set out at Figure 21.2 below. Relevant locations can be defined as outdoor, non-occupational locations (e.g. schools, care homes, hospitals and residential properties) where members of the public are likely to be regularly exposed to pollutants over the averaging time of the air quality objectives.

Figure 21.2: Mitigation Hierarchy



21.3 Applicants must use 'best endeavours' to minimise total emissions from their sites, including transport to and from them. This will include requirements to promote and incentivise the use of low emission vehicles and fuels and in some cases the provision of, or financial contribution towards the cost of low emission vehicles and associated infrastructure. Examples include the provision of on-site electric vehicle recharging infrastructure and/or financial support for the provision low emission public transport services such as public transport and waste collection. The actual measures required will be site specific depending on the scale and location of the development and the connecting transport routes. A Low Emission Supplementary Planning Document (SPD) will be prepared which will set out how the Council will consider and how applicants should approach, planning applications that could have an impact on air quality. The SPD will include an Emissions Statement pro forma, to

accompany all minor planning applications (proposals for 9 or less dwellings/up to 1,000sqm commercial floorspace) and major planning applications (proposals for 10 or more dwellings/over 1,000sqm commercial floorspace).

21.4 A detailed Emissions Assessment and/or a full Air Quality Impact Assessment are likely to be required for major planning applications that:

- generate or increase traffic congestion;
- give rise to significant change in traffic volumes i.e. +/- 5% change in annual average daily traffic (AADT) or peak hour flows within AQMAs or +/- 10% outside AQMAs;
- give rise to significant change in vehicle speeds i.e. more than +/- 10 kilometres per hour on a road with more than 10,000 AADT (or 5,000 AADT where it is narrow and congested);
- significantly alter the traffic composition on local roads, for example, increase the number of heavy duty vehicles by 200 movements or more per day;
- include significant new car parking, which may be taken to be more than 100 spaces outside an AQMA or 50 spaces inside an AQMA. This also includes proposals for new coach or lorry parks;
- introduce new exposure close to existing sources of air pollutants, including road traffic, industrial operations, agricultural operations;
- include biomass boilers or biomass fuelled Combined Heat and Power (CHP) plant (considerations should also be given to the impacts of centralised boilers or CHP plant burning other fuels within or close to an AQMA);
- could give rise to potentially significant impacts during construction for nearby sensitive locations (e.g. residential areas, areas with parked cars and commercial operations that may be sensitive to dust); and/or
- will result in large, long-term construction sites that would generate large HGV flows (>200 movements per day) over a period of a year or more.

21.5 Clear guidance in the form of a comprehensive schedule of the development triggers for what level of air quality assessment will be set out in the forthcoming Low Emission SPD, to ensure a clear and consistent approach. Information will also be provided on recommended low emission vehicle technologies and fuels that should be implemented to mitigate emissions. Mitigation measures are likely to include priority and parking incentives for low emission vehicles, the provision of electric charging points in new developments and car free developments. The potential of using developer contributions to fund low emission infrastructure and mitigate against emissions will also be explored.

Policy EQ2: Managing Environmental Quality

Development will not be permitted where future occupiers would be subject to significant adverse environmental impacts due to noise, vibration, odour, fumes/emissions, dust and light pollution without effective mitigation measures. Evidence must be submitted to demonstrate that environmental quality is to the satisfaction of the Council.

Development proposals for uses that are likely to have an environmental impact on the amenity of the surrounding area must be accompanied by evidence that the impacts have been evaluated and the proposal will not result in loss of amenity or damage to human health, to either existing or new communities. This includes assessing the construction and operational phases of development.

Where proposals are acceptable in principle, planning permission may be granted subject to conditions.

For proposals which involve development with common party walls a verification report must be submitted to confirm the agreed mitigation works have been carried out.

- 21.6 Impacts on environmental quality are most likely to occur when a development is built in an inappropriate location. This may occur due to the existing environment making the site unsuitable or because a development and/or its use introduces new environmental impacts which result in loss of amenity. Environmental impacts may result in damage to the environment and affect people's quality of life. As such, the Council will give considerable weight to ensuring that development proposals do not give rise to unacceptable environmental impacts or human health impacts.
- 21.7 It is essential that any negative impacts on environmental quality arising from development proposals are fully assessed, including during the construction phase, and that steps are taken to reduce those impacts to an acceptable level. Development should avoid causing detrimental impacts on the environment, however where an impact cannot be avoided mitigation measures should be incorporated into the proposals so that any impacts can be reduced to an acceptable level or controlled.
- 21.8 Evidence submitted in support of a planning application should consider:
- the existing environmental conditions of the development site, such as the background and ambient noise, vibration, odour, fumes/emissions, dust and light levels;
 - how these existing environmental conditions will affect the proposed development;
 - how the proposed development will affect the existing environmental conditions; and
 - how the construction phase of the development will affect the existing environmental conditions, temporary or permanent, and also the proposed development itself.
- 21.9 The nature of the assessment required will be dependent on the scale and type of the proposed development. Further guidance is set out in national standards such as British Standard 5228-2: Code of practice for noise and vibration control on construction and open sites. Vibration (2009), British Standard 6472-1: Guide to evaluation of human exposure to vibration in buildings. Vibration sources other than blasting' (2008), British Standard 4142: Method for rating industrial noise affecting mixed residential and industrial areas (1990), British Standard 8233: Sound insulation and noise reduction for buildings Code of practice (1999) and British

Standard 5228-1: Code of practice for noise and vibration control on construction and open sites Noise (2009), alongside the institute of Lighting Professionals, Guidance Notes for the Reduction of Obtrusive Light GN01 (2011). Locally specific local guidance will be provided in a Supplementary Planning Document.

21.10 Where the outcome of any assessment identifies that the either the location or the proposed end use is unsuitable, mitigation measure may be possible to enable the development to proceed without adverse effect. The mitigation measures required for each site will need to be determined on a site by site basis in consultation with the Council's Environmental Protection Unit. Potential mitigation measure are set out below, however this is not an exhaustive list of measure which could be implemented:

- redesigning the layout of the development;
- re-orientating a property to ensure that noise sensitive rooms are sited away from the noise source;
- providing increased sound attenuation to a facade or window;
- providing a noise barrier; and/or
- limiting hours of operation or use.

21.11 Where mitigation measures have been identified, planning conditions may be used to secure the protection required and maintenance needed in the future to ensure continued benefit. In some case mitigation measures may still not be sufficient to prevent loss of amenity or to protect human health from environmental impacts. In such cases planning permission will not be granted.

Noise and Vibration

21.12 Noise and vibration present in the existing environment or from the proposed development itself must be considered as part of a planning application. Problems can arise where noise sources or noise generating uses are located near noise sensitive uses. Noise or vibration may occur due to road and rail traffic, industrial or commercial premises, recreation and leisure facilities (including pubs and clubs in particular), hot food takeaways and restaurants and plant/machinery/equipment.

Odour and Fumes/Emissions

21.13 Introducing developments into areas where there is a risk of adverse effect due to odour, or introducing sensitive receptors into areas where there is a risk of adverse effect due to odour, fumes and emissions should be avoided wherever possible. Sources of odour and fumes/emissions may include industrial or commercial operations, plant/ machinery/ equipment, boilers, smoking shelters, kitchen extraction units, nail bars, etc.

21.14 Overall emissions to air from developments sites need to be considered. Please see Policy EQ1: Air Quality above.

Dust

21.15 Emissions of dust from sites are most likely to occur during the construction phases of development but may also occur during the operational phases of a development. Excessive dust emissions may result in loss of amenity to neighbours and must therefore be adequately controlled.

Lighting

21.16 Lighting can have a significant impact on the environment and people. Flood lighting is important for security and safety and has other important uses such as lighting key buildings. However, poorly designed or badly directed lighting can cause loss of sleep, illness, discomfort and loss of privacy and obscure the night sky. Lighting can also have a significant and detrimental impact on wildlife through affecting the annual and diurnal rhythms of plants and animals and act as a significant barrier to some species.

21.17 Common sources of complaint about artificial light include:

- domestic security lights;
- industrial and commercial security lights;
- sports lighting;
- car parks; and
- commercial advertising.

21.18 Lighting in itself is not a problem; it only becomes a problem where it is excessive, poorly designed, badly installed or poorly maintained. Unnecessary light also causes excessive CO₂, contributing to air pollution and poor air quality. All forms of exterior lighting can result in light pollution. Light pollution can be defined as artificial light which shines outside the areas it is intended to illuminate, including light which is directed into the night sky, creating 'skyglow'. Policy EQ2 will safeguard against excessive, inefficient and irresponsibly situated lighting, preserving and restoring 'dark skies' and limiting the impact from light pollution on local amenity, intrinsically dark landscapes, and nature conservation.

Policy EQ3: Land Contamination

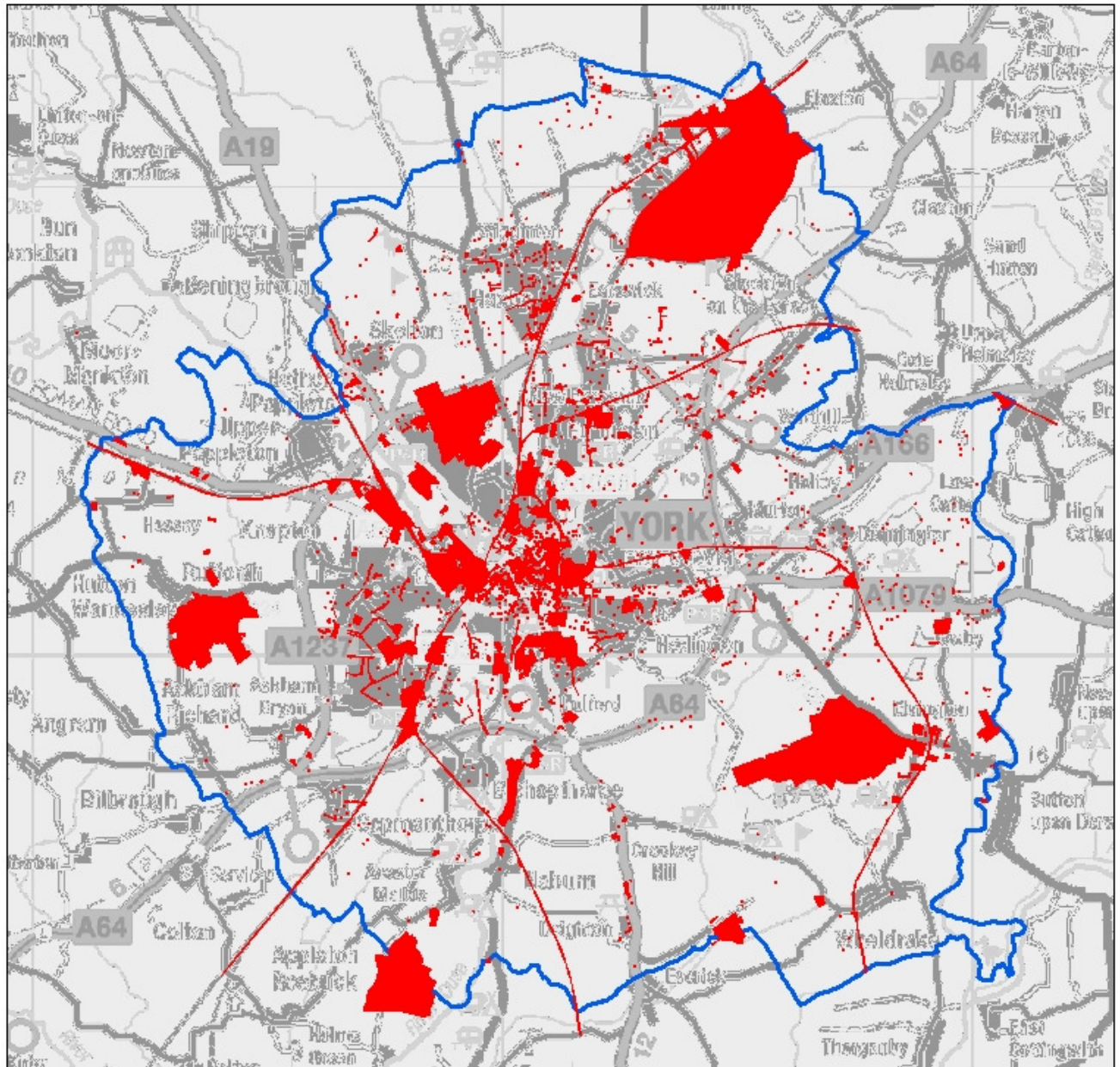
Where there is evidence that a site may be affected by contamination as indicated at Figure 21.3 or the proposed use would be particularly vulnerable to the presence of contamination (e.g. housing with gardens), planning applications must be accompanied by an appropriate contamination assessment.

Development will not be permitted where a contamination assessment does not fully assess the possible contamination risks, or where the proposed remedial measures will not deal effectively with the levels of contamination. Where proposals are acceptable in principle, planning permission will be granted subject to conditions.

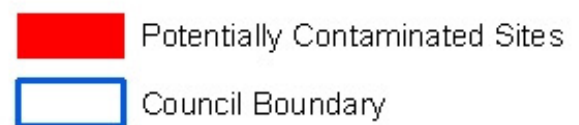
Where remedial measures are required to deal effectively with contamination, a verification report must be submitted to confirm that the agreed remedial works have been carried out.

21.19 A site may be contaminated if hazardous substances are present in, on or under the land. Land contamination is often associated with historical industrial activities or former landfill sites. Following a review of historic maps, trade directories, photographs and other records the Council has identified sites which have a past industrial use or have been used for waste disposal. The Council has a duty under Part 2a of the Environment Protection Act (1990) to investigate these potentially contaminated sites. Potentially contaminated sites within the city are indicated at Figure 21.3 overleaf. It should be noted that the potentially contaminated sites are based on information currently available to City of York Council and additional potentially contaminated sites may exist. Please contact the Integrated Strategy Unit if you would like to see a larger scale version of Figure 21.3.

Figure 21.3: Potentially Contaminated Sites in York



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21.20 Developers must submit an appropriate contamination assessment for sites that are identified as potentially contaminated land or for sites where the proposed use would be particularly vulnerable to contamination such as housing with gardens. The level of detail required in the assessment will be dependent on the contamination identified. As a minimum, a contamination assessment should include a Phase 1 investigation – which consists of a desk study, a site walkover and a conceptual site model. However, if contamination is known or suspected to an extent which may adversely affect the development, a Phase 2 investigation may be required to support the application. Guidance on undertaking a contamination assessment can

be found in British Standard 10175, Investigation of Potentially Contaminated Sites (2011) and Model Procedures for the Management of Land Contamination (CLR11) (2004). The *Yorkshire and Humberside Pollution Advisory Council's Development on Land Affected by Contamination (2011)* is updated annually and also provides technical guidance for developers, landowners and consultants to promote good practice for development on land affected by contamination.

- 21.21 It is the responsibility of the developer to find out the nature, degree and extent of any harmful materials on their site by carrying out site investigations and to come up with proposals for dealing with any contamination. The developer must be able to demonstrate that a site can and will be made suitable for its proposed use. They should be able to prove that there are no unacceptable short or long term risks to human health, the environment, property and/or controlled waters. All aspects of investigations into possible land contamination should follow current best practice and should be carried out by competent persons with recognised relevant qualifications and sufficient experience.
- 21.22 If there is potential for contamination to influence the site, planning conditions will be imposed to ensure that the site will be safe and suitable for the proposed use. Conditions may require a full site investigation and risk assessment to be carried out before the development begins or for remedial measures to be incorporated that are necessary to protect human health and the wider environment.

Policy Links

- Section 17 'Green Infrastructure'
- Section 20 'Climate Change'
- Section 23 'Transport'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Environmental Quality

1. Rely on National Planning Policy Framework to provide environmental quality
2. **Provide city-wide generic criteria in relation to environmental quality (this is our preferred approach)**
3. Provide detailed, locationally specific criteria (such as, AQMAs) in relation to environmental quality

Question 21.1 This is our preferred approach to environmental quality do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 22: Waste and Minerals

National Planning Policy Framework

National Guidance on minerals says that in preparing Local Plans Local Planning Authorities should:

- identify and include policies for extraction of mineral resource of local and national importance in their area (Paragraph 143);
- take account of the contribution that substitute or secondary and recycled materials and mineral waste would make to supply before considering extraction of primary materials (Paragraph 143);
- define Mineral Safeguarding Areas (MSAs) and adopt policies to avoid sterilisation of resources by non-mineral development, and define Mineral Consultation Areas based on the MSAs (Paragraph 143);
- safeguard rail heads, rail links to quarries, wharfage and associated storage, handling and processing facilities and sites for concrete batching and the handling, processing and distribution of recycled aggregates (Paragraph 143);
- set out policies for the prior extraction of minerals if it is necessary for non-mineral development to take place (Paragraph 143);
- set out environmental criteria against which planning applications can be assessed (Paragraph 143);
- develop noise limits for mineral operations (Paragraph 143);
- put in place policies to ensure worked land is reclaimed at the earliest opportunity and that high quality restoration and aftercare takes place (Paragraph 143);
- plan for a steady and adequate supply of aggregates by making provision for the land-won and other elements of their Local Aggregate Assessment (Paragraph 145);
- plan for a steady and adequate supply of industrial minerals such as brick clay, silica sand, chalk and shale (Paragraph 146);
- plan for on-shore oil and gas development (Paragraph 147);
- indicate any areas where coal extraction may be acceptable (Paragraph 147);
- encourage capture and use of methane from coal mines in active and abandoned coalfield areas (Paragraph 147); and
- work with other relevant organisations to use the best available information to develop and maintain an understanding of the extent and location of mineral resource in their areas and assess the projected demand for their use, taking full account of opportunities to use materials from secondary and other sources which could provide suitable alternatives to primary materials (Paragraph 163).

The National Planning Policy Framework (NPPF) does not contain specific waste policies, since national waste planning policy will be published as part of the National Waste Management Plan for England which is not expected before late 2013. Planning Policy Statement 10 'Planning for Sustainable Waste Management' (July 2005) therefore remains in force and says that waste planning authorities in their development plan documents should:

- identify sites and areas suitable for new or enhanced waste management facilities for the waste management needs of the area (Paragraph 17);

- identify the type or types of waste management facility that would be appropriately located on the allocated site or area taking care to avoid stifling innovation in line with the waste hierarchy (Paragraph 18);
- avoid unrealistic assumptions on the prospects for the development of waste management facilities, sites or areas (Paragraph 18);
- consider a broad range of locations including industrial sites, looking for opportunities to co-locate facilities together and with complementary activities (Paragraph 20; and
- in deciding which sites and areas to identify, assess their suitability against a range of locational criteria (Paragraph 21 and Annex E).

You Told Us

Through the Local Development Framework process and Local Plan visioning workshops you've told us that:

- the location of new waste management facilities is a key issue;
- the Council should consider the expansion of existing waste facilities before the development of new ones and co-location of facilities is supported;
- the Waste Hierarchy is supported and should be applied to all waste streams;
- local waste targets should exceed government targets;
- minerals are present in the York area and policy should allow for their development;
- Mineral Safeguarding Areas should be identified in line with national policy;
- to safeguard York's outstanding heritage, extraction should only be allowed when there is a national shortfall;
- the management and restoration of mineral sites is a key issue; and
- the principle of reducing the dependency on primary extraction is supported and could be achieved by requiring all developments to demonstrate good practice in the use, re-use, recycling and disposal of construction materials, including the re-use of secondary aggregates on site wherever possible.

Key Evidence Base

Waste

- Report of the Director of Neighbourhood Services to Council Executive. Waste Management Strategy 2008-2014 (23 September 2008).
- Let's Talk Less Rubbish. Headline Strategy. A Municipal Waste Management Strategy for the City of York and North Yorkshire 2006-2026 (York and North Yorkshire Waste Partnership June 2006).
- Report of the Director of Commercial Services, Director of Resources and Deputy Chief Executive to Council's Executive. Waste Management Strategy 2002-2020 (reviewed and amended 9 November 2004).

Minerals

- Local Aggregate Assessment for the North Yorkshire Sub-Region (North Yorkshire County Council, City of York Council, Yorkshire Dales National Park Authority and North York Moors National Park Authority January 2013).
- Coal Bed Methane Licensing Maps (The Coal Authority June 2010).

- West Yorkshire sand and gravel resources. Investigating the potential for an increased sub-regional apportionment (British Geological Survey 2009).
- National and regional guidelines for aggregates provision in England 2005-2020 (CLG June 2009).
- Phase 2 Sand and Gravel Study for Yorkshire and Humber appraisal of environmental options (Land Use Consultants for Yorkshire and Humber Regional Assembly November 2007).
- Yorkshire and the Humber Region: Sand and gravel resources and environmental assets (British Geological Survey 2005).

Local Context

Waste

The strategy document *Let's Talk Less Rubbish. Headline Strategy. A Municipal Waste Management Strategy for the City of York and North Yorkshire 2006-2026 (2006)*, sets out the aspirations of the York and North Yorkshire Partnership for the reduction of waste disposal to landfill and increases in recycling rates. This document and the City of York's Waste Management Strategy 2002-2020 highlight the importance of developing waste management schemes and services which will enable York to meet the local, sub-regional and national recovery and recycling targets in a cost effective manner. The Council's Strategy was refreshed in 2008 and the key aim of the Waste Management Strategy 2008-2014 is to reduce waste going to landfill through various initiatives such as the provision of a full kerbside recycling service for all households including terraced properties and flats.

City of York is making good progress in sustainable waste management. The tonnage of total municipal and hazardous waste arisings dealt with by the Council fell from 122,380 in 2006/07 to 101,070 in 2011/12. Over the same period the tonnage disposed to landfill fell from 74,210 to 53,490 and the recycling rate increased from 39.9% to 46.4%. It is projected that the amount of municipal and hazardous waste arisings dealt with by the Council will increase during the plan period to 117,712 tonnes in 2029/30, mainly from new households. The residual waste tonnage is projected to increase from 48,320 in 2011/12 to 59,464 tonnes in 2029/30. These projections will be reviewed as new information becomes available.

Whilst information on other waste streams exists for the Yorkshire and Humber Region, information for individual local authority areas, including City of York, is limited. As stated in the Preferred Approach section below, information on non-municipal waste streams will be obtained from the studies being carried out for the joint Waste and Minerals Local Plan.

Minerals

The British Geological Survey's document *Yorkshire and the Humber Region: Sand and Gravel Resources and Environmental Assets (2005)* identified areas within York offering potential resources of sand and gravel. The *Phase 2 Sand and Gravel Study for Yorkshire and Humber appraisal of environmental options (2007)* carried out by Land Use Consultants developed and appraised spatial options for revised sub-regional apportionments but these were not accepted by either the industry or the local authorities. Similarly the National and Regional Guidelines have not been

subject to sub-regional apportionment. In accordance with the NPPF, a Local Aggregate Assessment for the North Yorkshire sub-region has been prepared. The *Local Aggregate Assessment for the North Yorkshire Sub-Region (2013)* confirms that no sand and gravel sites have been worked in the City of York during the last 10 years, there are currently no reserves with planning permission and states in Paragraph 92 that: 'in the current absence of knowledge of the existence of potentially viable resources of sand and gravel (and the known absence of resources of crushed rock) in the City of York area, it would not be appropriate to seek to identify separately any potential future requirements for sand and gravel, to be provided specifically by City of York'.

There are currently no active mineral workings in City of York. The only other mineral resources that may have potential for extraction are brick clay, deep coal, oil and gas and coal-bed methane. Whilst the minerals are known to exist it is not known whether they could be extracted economically. Also there has been no interest expressed by the minerals industry in working any of these minerals during the preparation of the plan.

Preferred Approach

- 22.1 City of York Council, North Yorkshire County Council and North York Moors National Park Authority are preparing a joint Waste and Minerals Local Plan. Waste and minerals are specialist topics and it is usual for such plans to cover a larger geographical area than that covered by the City of York. There are also strong functional links for many aspects of waste and minerals especially between City of York and North Yorkshire. The joint plan is expected to be adopted by the end of 2015.
- 22.2 The joint plan will provide a mechanism for formally addressing strategic cross-boundary issues and it will also contain detailed policies for waste and minerals. It is not appropriate therefore to duplicate these policies in the City of York Local Plan. However, it is necessary to provide the strategic context for these policies in the City of York Local Plan and the preferred approach is set out below.
- 22.3 A number of specialist studies will be carried out for the joint plan to expand the existing evidence base for both waste and minerals. The studies currently in progress or planned include a study to identify non-municipal waste arisings and projected future arisings, a waste capacity study and a study to identify the distribution of mineral resources and Mineral Safeguarding Areas. Whilst these studies will provide information that will primarily be of benefit for the detailed policies and proposals in the joint plan, the results will also be available in time to support the justification for policies in the City of York Local Plan before it is submitted to the Secretary of State. Because the waste and minerals policies in this Local Plan are set at a strategic level, it is not considered that the new research findings will lead to significant changes in these policies being necessary. However, the position will be carefully monitored as new information becomes available.

Waste

Policy WM1: Sustainable Waste Management

Sustainable waste management will be promoted by encouraging waste prevention, reuse, recycling, composting and energy recovery in accordance with the Waste Hierarchy and effectively managing all of York's waste streams and their associated waste arisings. This will be achieved in the following ways:

- i. working jointly with North Yorkshire County Council to develop facilities to manage residual municipal waste through mechanical treatment, anaerobic digestion and energy from waste;
- ii. safeguarding existing facilities as shown on the key diagram and the proposals map including Harewood Whin and the household waste recycling centres at Hazel Court and Towthorpe;
- iii. identifying through the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan, suitable alternative facilities for municipal waste and suitable facilities for all other waste streams, as may be required during the lifetime of the plan. This will be in conformity with Spatial Principle 2 and meet the operational requirements of any facility. Priority in identifying facilities will be given to:
 - existing waste sites;
 - established and proposed industrial estates, particularly where there is the opportunity to co-locate with complementary activities, reflecting the concept of 'resource recovery parks';
 - previously developed land; and
 - redundant agricultural and forestry buildings including their cartilages, if suitably accessible for purpose.
- iv. requiring the integration of facilities for waste prevention, re-use, recycling, composting and recovery in association with the planning, construction and occupation of new development for housing, retail and other commercial sites;
- v. promoting opportunities for on-site management of waste where it arises at retail, industrial and commercial locations, particularly in the main urban area; and
- vi. granting planning permissions for waste facilities in appropriate sustainable locations only where they would not give rise to significant adverse impacts on the amenity of local communities and the historic and natural environment, in accordance with other relevant policies in the plan.

- 22.4 Waste was formerly viewed as a by-product of living and was disposed of by the cheapest possible method, direct to landfill without pre-treatment. In the drive to achieve sustainable development this is no longer possible. It is essential that greater emphasis is placed on avoiding waste production and managing the waste

produced in the most sustainable way, making use of waste as a resource and only disposing of the residue that has no current value. National legislative, fiscal and policy measures have all contributed to driving waste up the Waste Hierarchy which aims first to reduce the generation of waste, followed by reuse, recycling and energy recovery. Waste should only be disposed to landfill if none of these options are viable.

- 22.5 For municipal waste City of York Council works closely with North Yorkshire County Council through an Inter-Authority Agreement. The councils are currently working jointly to secure a waste treatment facility to divert biodegradable municipal waste from landfill. In 2007 the councils received a provisional allocation of £65 million of Private Finance Initiative credits from DEFRA. The preferred bidder for the contract to design, build manage and operate the new facility is AmeyCespa. In 2012 North Yorkshire County Council resolved to grant planning permission for a new mechanical treatment, anaerobic digester, energy from waste and incinerator bottom ash plant at the Allerton aggregates quarry and landfill site. The new facility would reduce the amount of waste going to landfill by over 90%. The Secretary of State has reviewed the application and declined to 'call in' so planning permission has effectively been granted. If this facility is delivered no other sites will be required for the treatment of municipal waste in the City of York Council area in the plan period.
- 22.6 On 21 February 2013 the Government withdrew the provisional allocation of Waste Infrastructure Credits following an assessment of the amount of residual waste treatment infrastructure required nationally to meet the national obligation to reduce the amount of biodegradable waste that is sent to landfill. The two councils are currently considering the implications of this decision for waste management provision.
- 22.7 It is likely, however, that other facilities including waste transfer stations, material recycling stations and composting sites will be required in the City of York area. Yorwaste have recently submitted a planning application to expand the waste facilities at their Harewood Whin site. A decision on this application is expected later in 2013. This site contains the only landfill site within the City of York area and has planning permission until 2017 to accept up to 300,000 tonnes of waste per annum. However, reduced volumes of waste are being disposed to landfill; which may allow the planning permission for the site to be extended beyond 2017. The Council also operates two household waste recycling centres at Hazel Court and Towthorpe. These and the Harewood Whin site will be safeguarded during the plan period.
- 22.8 The Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan will identify suitable alternative facilities for municipal waste and suitable facilities for all other waste streams, as may be required during the lifetime of the plan. The priority to be given to the range of possible sites is set out in the policy. From a strategic viewpoint it will also be important that facilities for waste prevention, re-use, recycling, composting and recovery are integrated in association with the planning, construction and occupation of new development for housing, retail and other commercial sites. Similarly it is vital in the interests of sustainable development that opportunities for on-site management of waste where it arises at retail, industrial and commercial locations, particularly in the main urban area are promoted.

- 22.9 Waste management facilities should be well designed so that they contribute positively to the character and quality of the area in which they are located. This is especially the case in an area such as City of York where the overall quality of the built and natural environment is high. The impacts of certain major waste management facilities are such that acceptable sites within City of York are likely to be very limited.

Minerals

Policy WM2: Safeguarding Mineral Resources and Local Amenity

Mineral resources will be safeguarded, the consumption of non-renewable mineral resources will be reduced by encouraging re-use and recycling of construction and demolition waste and any new provision of mineral resource will be carefully controlled. This will be achieved in the following ways:

- i. minimising the consumption of non-renewable mineral resources in major developments by requiring developers to demonstrate good practice in the use, reuse, recycling and disposal of construction materials;
- ii. identifying, if appropriate, through the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan, Mineral Safeguarding Areas (MSAs) and policies to avoid sterilisation of resource by non-mineral development;
- iii. safeguarding, if appropriate, through the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan, any existing and potential facilities for the storage, handling, processing and bulk transport of primary minerals and secondary and recycled materials; and
- iv. identifying, if a proven need exists, through the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan, sites of sufficient quality for mineral extraction, in line with any agreed apportionments and guidelines. The allocation of any future sites for mineral extraction will only be considered and any planning applications will only be permitted where it is ensured that:
 - York's heritage and environmental assets are conserved and enhanced;
 - sites are accessible to sustainable modes of transport;
 - unacceptable levels of congestion, pollution and/or air and water quality are prevented;
 - flood risk is not increased and is appropriately managed;
 - proposals do not result in unacceptable adverse impacts on the historic or natural environment or the amenities of occupiers and users of nearby dwellings and buildings;
 - it is ensured that once extraction has ceased, high standards of restoration and beneficial after-uses of the site are achieved.; and
 - climate change impacts are acceptable.

- 22.10 The NPPF recognises that minerals are essential to support economic growth and our quality of life and it is important therefore that there is a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs. However, since minerals are a finite resource and can only be worked where they are found, it is important also to make best use of them to secure their long-term conservation.
- 22.11 This can be achieved by adopting a hierarchical approach to minerals supply which aims firstly to reduce as far as practicable the quantity of material used and waste generated, then to use as much recycled and secondary material as possible, before finally securing the remainder of material needed through new primary extraction.
- 22.12 Mineral Safeguarding Areas are areas of known mineral resources that are of sufficient economic or conservation value to warrant protection for generations to come. The Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan will identify Mineral Safeguarding Areas and set out policies to avoid sterilisation of such resources by non-mineral development. It is possible that MSAs will be identified for sand and gravel and coal bed methane. Similarly the joint plan will safeguard any facilities required for the storage, handling, processing and bulk transport of primary minerals and secondary and recycled materials, in line with the NPPF.
- 22.13 There are no existing mineral sites in York, the Local Aggregates Assessment does not apportion any of the sub-region's requirement to the York area and to date there has been no interest expressed in exploring for coal-bed methane or any other potential resource. However, the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan will examine the need for any provision in detail and any allocation of future sites will only be considered and any planning applications will only be permitted where they meet the criteria set out in the policy.

Policy Links

- Section 10 'Housing Growth and Distribution'
- Section 18 'Green Belt'
- Section 20 'Climate Change'
- Section 25 'Infrastructure and Developer Contributions'

Alternatives

Waste and Minerals

1. Restrict waste development and/or minerals extraction
2. Rely on the National Planning Policy Framework to guide waste and minerals development
- 3. Provide high-level local criteria to guide waste and minerals development (defer details to Joint Local Plan) (this is our preferred approach)**
4. Provide detailed local criteria/identify sites to guide waste and minerals development

Question 22.1 This is our preferred approach to waste and minerals do you think this is appropriate or should one of the alternatives or a different approach be taken?

Question 22.2 Do you think that our preferred approach of including strategic policies in the City of York Local Plan and more detailed policies in the Joint City of York, North Yorkshire and North Yorkshire Moors Waste and Minerals Local Plan is appropriate?

Question 22.3 Do you think that the waste management and mineral policies provide the appropriate strategic direction for the more detailed policies which will be included in the Joint City of York, North Yorkshire and North Yorkshire Moors Waste and Minerals Local Plan?