

**Annex A:** Local Plan Publication Draft and Proposals Map

YORK

ANNEX A  
CITY OF YORK  
LOCAL PLAN  
Publication  
Draft 2014



If you would like this information in larger print or in an accessible format (for example, in Braille, on CD or by email), please contact (01904) 552005 or email: [localplan@york.gov.uk](mailto:localplan@york.gov.uk)

**This information can be provided in your own language.**

**我們也用您們的語言提供這個信息 (Cantonese)**

Ta informacja może być dostarczona w twoim (Polish)  
własnym języku.

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

 **01904 551550**

## **City of York Local Plan Publication Consultation**

The Council is inviting comments on this City of York Local Plan Publication as part of a formal publication consultation that runs from **xxx** until **xxx** 2014. You can find out more about the Local Plan and the consultation by looking on the Council's website at [www.york.gov.uk/localplan](http://www.york.gov.uk/localplan) or call the consultation phone number on **01904 552255**.

You can comment by:

Completing a Local Plan comments form available on the website at [www.york.gov.uk/localplan](http://www.york.gov.uk/localplan) (this can be printed out and posted or completed online), or pick up a form from City of York Council libraries or at the Council's West Offices reception.

Emailing us at: [localplan@york.gov.uk](mailto:localplan@york.gov.uk)

Writing to us at: **xxxx**

# Contents

Index of Policies, Figures and Tables

## A b o u t   t h e   P l a n

About the Plan

### Key Diagram

Section 1: Background 1

## V i s i o n

Section 2: Vision and Development Principles 17

Vision and Outcomes 17

Development Principles 21

## S p a t i a l   S t r a t e g y

Section 3: Spatial Strategy 29

Spatial Strategy 29

*Delivering Sustainable Growth for York* 29

*The Role of York's Green Belt* 34

*The Creation of an enduring Green Belt* 35

*York City Centre* 36

Areas of Change 39

*Whinthorpe* 39

*East of Metcalfe Lane* 41

*Clifton Gate* 43

*North of Monks Cross* 45

Areas of Opportunity 46

*York Central* 47

*Castle Piccadilly* 51

## C r e a t e   J o b s   a n d   G r o w   t h e   E c o n o m y

Section 4: Economy and Retail 54

## **B u i l d   S t r o n g   C o m m u n i t i e s**

Section 5: Housing	70
Section 6: Community Facilities	96
Section 7: Education	101

## **P r o t e c t   t h e   E n v i r o n m e n t**

### **B u i l t   E n v i r o n m e n t**

Section 8: Placemaking and Design	112
-----------------------------------	-----

### **N a t u r a l   E n v i r o n m e n t**

Section 9: Green Infrastructure	130
Section 10: Managing Appropriate Development in the Green Belt	138

### **N a t u r a l   R e s o u r c e s   a n d   E n v i r o n m e n t a l   P r o t e c t i o n**

Section 11: Climate Change	145
Section 12: Environmental Quality and Flood Risk	153
Section 13: Waste and Minerals	168

## **G e t   Y o r k   M o v i n g**

Section14: Transport and Communications	172
---	-----

## **D e l i v e r y   a n d   R e v i e w**

Section 15: Delivery and Monitoring	195
-------------------------------------	-----

**Annex A:** Glossary of Terms

**Annex B:** Bibliography



# Index of Policies, Figures and Tables

## Policies

<b>Policy Number</b>	<b>Policy Name</b>	<b>Page Number</b>
Policy DP1	York Sub Area	21
Policy DP2	Sustainable Development	23
Policy DP3	Sustainable Communities	27
Policy DP4	Approach to Development Management	28
Policy SS1	Delivering Sustainable Growth for York	29
Policy SS2	The Role of York's Green Belt	34
Policy SS3	The Creation of an Enduring Green Belt	35
Policy SS4	York City Centre	36
Policy SS5	Whinthorpe	39
Policy SS6	East of Metcalfe Lane	41
Policy SS7	Clifton Gate	42
Policy SS8	Land North of Monks Cross	45
Policy SS9	York Central	47
Policy SS10	Castle Piccadilly	51
Policy EC1	Provision of Employment Land	54
Policy EC2	Economic Growth in the Health and Social Care Sectors	56
Policy EC3	Loss of Employment Land	57
Policy EC4	Business and Industrial Uses within Residential Areas	57
Policy EC5	Tourism	58
Policy EC6	Rural Economy	59
Policy R1	Retail Hierarchy and Sequential Approach	60
Policy R2	District, Local and Neighbourhood Centres	62
Policy R3	York City Centre Retail	65
Policy R4	Out of Centre Retailing	68
Policy H1	Housing Allocations	70

<b>Policy Number</b>	<b>Policy Name</b>	<b>Page Number</b>
Policy H2	Density of Residential Development	80
Policy H3	Balancing the Housing Market	82
Policy H4	Housing Mix	83
Policy H5	Promoting Self Build	84
Policy H6	Gypsy, Roma, Traveller and Travelling Showpeople Sites	85
Policy H7	Student Housing	88
Policy H8	Houses in Multiple Occupation	89
Policy H9	Affordable Housing	92
Policy CF1	Community Facilities	96
Policy CF2	Built Sports Facilities	97
Policy CF3	Childcare Provision	98
Policy CF4	Healthcare and Emergency Services	99
Policy ED1	University of York Campuses	101
Policy ED2	Heslington West Campus	102
Policy ED3	Heslington East Campus	103
Policy ED4	Lord Mayor's Walk Campus	105
Policy ED5	York St. John University Further Expansion	107
Policy ED6	Preschool, Primary and Secondary Education	108
Policy ED7	Further and Higher Education	109
Policy ED8	Community Access to Sports and Cultural Facilities on Education Sites	110
Policy D1	Landscape and Setting	113
Policy D2	Placemaking	115
Policy D3	Extensions and Alterations to Existing Buildings	118
Policy D4	Conservation Areas	119
Policy D5	Listed Buildings	120
Policy D6	York City Walls and St. Mary's Abbey Walls („The Walls')	121
Policy D7	Archaeology	122
Policy D8	Historic Parks and Gardens	124
Policy D9	City of York Historic Environment Record	125
Policy D10	The Significance of Non-Designated Heritage Assets	126

<b>Policy Number</b>	<b>Policy Name</b>	<b>Page Number</b>
Policy D11	Shopfronts	127
Policy D12	Advertisements	128
Policy D13	Security Shutters	128
Policy GI1	Green Infrastructure	130
Policy GI2	Biodiversity and Access to Nature	131
Policy GI3	Green Infrastructure Network	132
Policy GI4	Trees and Hedges	133
Policy GI5	Protection of Open Space	134
Policy GI6	New Open Space Provision	135
Policy GB1	Development in the Green Belt	138
Policy GB2	Development in Settlements “Washed Over” by the Green Belt	141
Policy GB3	Reuse of Buildings	142
Policy GB4	“Exception” Sites for Affordable Housing in the Green Belt	143
Policy CC1	Renewable and Low Carbon Energy Generation	145
Policy CC2	Sustainable Design and Construction	147
Policy ENV1	Air Quality	153
Policy ENV2	Managing Environmental Quality	157
Policy ENV3	Land Contamination	160
Policy ENV4	Flood Risk	163
Policy ENV5	Sustainable Drainage	166
Policy WM1	Sustainable Waste Management	168
Policy WM2	Sustainable Minerals Management	170
Policy T1	Sustainable Access	172
Policy T2	Strategic Public Transport Improvements	177
Policy T3	York Railway Station and Associated Operational Facilities	180
Policy T4	Strategic Highway Network Capacity Improvements	183
Policy T5	Strategic Cycle and Pedestrian Network Links and Improvements	185
Policy T6	Development at or Near Public Transport Corridors, Interchanges and Facilities	186
Policy T7	Demand Management	187



<b>Policy Number</b>	<b>Policy Name</b>	<b>Page Number</b>
Policy T8	Minimising and Accommodating Generated Trips	189
Policy T9	Freight Consolidation	191
Policy T10	Safeguarded Routes and Sites	192
Policy C1	Communications Infrastructure	192
Policy DM1	Infrastructure and Developer Contributions	196

## **F i g u r e s**

<b>Figure Number</b>	<b>Figure Name</b>	<b>Page Number</b>
Figure 1.1	York in the Regional Context	7
Figure 1.2	Joint Working	8
Figure 2.1	York Sub Area	23
Figure 3.1	Historic Character and Setting of York	31
Figure 3.2	York's Green Infrastructure- Nature Conservation, Green Corridors, Open Space	32
Figure 3.3	Flood Zones 3a and 3b	33
Figure 3.4	York Central Concept Plan	49
Figure 5.1	Housing Trajectory	76
Figure 5.2	Density Zones	81
Figure 5.3	High Frequency Public Transport Corridors (2014)	81
Figure 7.1	Heslington West and Heslington East Campuses	103
Figure 7.2	Lord Mayor's Walk Campus	106
Figure 11.1	Zero Carbon Hierarchy	148
Figure 12.1	Air Quality in York	155
Figure 12.2	Mitigation Hierarchy	156
Figure 12.3	Potentially Contaminated Sites in York	162
Figure 14.1	York Authority Area Zoning for Location of Development	176
Figure 14.2	York Station Access Concept Plan	182

## Tables

<b>Table Number</b>	<b>Table Name</b>	<b>Page Number</b>
Table 2.1	Strategic Policies Included Within Each Section	25
Table 5.1	Housing Allocations	71
Table 5.2	Housing Trajectory	72
Table 5.3	Allocated sites for Gypsies, Travellers and Travelling Showpeople	85
Table 5.4	Gypsy, Traveller and Travelling Showpeople Need	87
Table 5.5	Affordable Housing Site Thresholds	92
Table 5.6	Existing OSFC Sum Formula	95
Table 8.1	Summary of Characteristics	112
Table 9.1	Open Space Standards	137
Table 11.1	Zero Carbon Hierarchy	149
Table 14.1	Guiding Criteria for Determining Public Transport Accessibility	175
Table 15.1	Delivery and Monitoring	202



This section sets out what this document is all about. It explains the structure of the document and what its purpose is. The glossary at the end of this document explains what some of the technical words used in the document mean.

ABOUT THE PLAN



## About the Plan

### What is the Local Plan?

- i) The Local Plan has been prepared at a time of considerable change in the public policy context. The National Planning Policy Framework (NPPF) refers to 'Local Plans' rather than 'Local Development Frameworks' (LDFs) reflecting the Government's views of plan making and the movement away from a folder of development plan documents to a single plan. As such, a new Local Plan for York includes a vision for the future development of the city and spatial strategy and covers both strategic policies and allocations (previously the Core Strategy and Allocations Development Plan Document), alongside detailed development management policies.
- ii) Local Plans must be positively prepared, justified, effective and consistent with national policy in accordance with Section 20 of the Planning and Compulsory Purchase Act 2004 (as amended) and the NPPF. The NPPF advises that Local Plans should be aspirational but realistic and should address the spatial implications of economic, social and environmental change. Local Plans should set out the opportunities for development and clear policies on what will or will not be permitted and where.
- iii) Much of the evidence base built up during the previous LDF process, alongside the comprehensive consultation undertaken has informed the preparation of the Local Plan. However, there has also been the opportunity to revisit certain policy areas to reflect the NPPF. This includes a revised approach to delivering more sustainable economic growth, prosperity and housing at a local level. Whilst the previous LDF Core Strategy followed a more cautious approach to housing growth and identifying land the new Local Plan for York has been based on the city's ambitious economic, housing growth and social and environmental sustainability agendas.
- iv) The plan covers the 16 year period 2014/15 up to 2029/30, with the exception of the green belt boundaries which will endure longer.

### How to use the Plan

- v) It is important that individual policies contained within the Local Plan are not viewed in isolation. The Plan should be regarded as one single publication, together with the Proposals Map and all relevant policies should be taken into account. Each policy is given a number and a title. The first letters of each policy relate to the specific section title. Each policy sets out the criteria against which planning applications will be considered. The paragraphs following each policy explain why that policy has been included in the Plan and include any relevant supporting information that may be taken into account when considering proposals under that particular policy heading.

## **Consultation so far**

- vi) The preparation of this Local Plan follows on from the previous LDF Core Strategy process. This publication Local Plan document draws from the responses that were received during the consultation on the following documents:
- Core Strategy: Issues and Options 1 (2006);
  - Core Strategy: Issues and Options 2 (2007),
  - Core Strategy: Preferred Options (2009);
  - Core Strategy: Submission (Publication) (2011); and
  - Local Plan Preferred Options (2013)
- vii) Alongside the consultation undertaken as part of the LDF Core Strategy process a series of Local Plan visioning workshops were held in October 2012. During these workshops businesses, stakeholders and Members joined Officers to discuss key issues facing the city with regard to protecting the environment, getting York moving, building strong communities and creating jobs and growing the economy. The discussion arising from these workshops helped to shape the Local Plan Preferred Options which was consulted on during the summer of 2013.

## **Sustainability Appraisal and Habitats Regulation Assessment**

- viii) To ensure that policies and proposals in the Local Plan contribute to sustainable development, it will be subject to a Sustainability Appraisal (SA), incorporating the requirements of the EU Directive on Strategic Environmental Assessment. The SA will assess the implications of the proposed policies on the social, economic and environmental objectives for the city and recommend how the plan can be more sustainable by suggesting amendments to avoid or mitigate any negative impacts on the principles of sustainable development. An SA is available to read alongside this document. In addition, a summary of the SA policy analysis is available. This gives an indication of how each policy meets the requirements to achieve sustainable development objectives in York. The findings of the SA will be used to inform the Plan's development and reflected in the submission draft to ensure it maximises its contribution towards sustainable development.
- ix) The Local Plan is also accompanied by a Habitats Regulation Assessment, which establishes whether the strategy will have potential adverse impacts on internationally recognised nature conservation sites (Special Areas of Conservation and Special Protection Areas) in accordance with the Habitats Directive. The Appropriate Assessment included within this sets out the potential impacts on the flora and fauna for which these internationally designated sites are recognised. It also explores mitigation measures if required. This document should be read in conjunction with the SA.

## **Heritage Impact Appraisal**

- x) In order to develop a sound basis for informed decision making, a Heritage Impact Appraisal has been undertaken. The purpose of this Heritage Impact Appraisal is to assess whether the sites and policies of the City of York Local Plan will conserve or enhance the special characteristics of the city. The Heritage Topic Paper Update (2013) considers existing evidence relating to the City of York's historic built and natural environment and how the evidence is translated into the Council's understanding of the city's special qualities and its complex 2000 year history. This evidence and understanding has then been used to identify six principle characteristics of the historic built and natural environment that help define the special qualities of York, providing a detailed explanation of each characteristic. The historic built and natural environment policy framework for the city is established by the Heritage Topic Paper and the six principle characteristics identified within it, alongside the placemaking and design policies within the City of York Local Plan. These form the basis of this Heritage Impact Assessment. The Heritage Topic Paper Update (2013) and Heritage Impact Appraisal (2014) are available to read alongside this Local Plan.

## **Structure of this Document**

- xi) This document is divided into the following sections:

### **Proposals Map**

- xii) The proposals map accompanies this plan and is split into a north map, south map and city centre inset map.

### **Spatial Portrait and Spatial Vision and Development Principles**

- xiii) York's Local Plan Spatial Vision and Development Principles is based on a sound understanding of York's unique character and local planning issues and challenges it faces as well as responding to the strategic framework for York, including the presumption in favour of sustainable development.

### **Spatial Strategy**

- xiv) The Spatial Strategy sets out the general spatial principals that will underpin the distribution of future development in York. It considers a range of issues which will influence the spatial strategy and includes a section on York City Centre and York Central. It provides a spatial expression of the priorities of the Council and its partners contained within The Strategy for York 2011-2025 (2011).

### **Policies**

- xv) These are included in the sections below which are grouped under the relevant headings from the vision and reflect the themes of the Council Plan for York:

### **Create Jobs and Grow the Economy**

- Economy and Retail

### **Build Strong Communities**

- Housing  
- Community Facilities  
- Education



## **Protect the Environment**

### *Built Environment*

- Placemaking and Design

### *Natural Environment*

- Green Infrastructure
- Managing Appropriate Development in the Green Belt

### *Natural Resources and Environmental Protection*

- Climate Change
- Environmental Quality and Flood Risk
- Waste and Minerals

## **Get York Moving**

- Transport and Communications

## **Delivery and Review**

- xvi) This section addresses the delivery of the Local Plan and considers how new infrastructure that is needed for development will be funded. It also outlines how the Council intends to 'monitor and manage' the Local Plan. This will outline the process that will be used to monitor the effectiveness of the Local Plan's outcomes in terms of delivering the vision and spatial objectives and in implementing the spatial strategy.

## **Next Steps**

- xvii) The Council is seeking representations on the "soundness" of this publication plan under regulations 19 and 20 of the Town and Country Planning Regulations (2012). Following this it will be assessed at an Examination in Public before being adopted by the Council.

## **Further Information**

- xviii) For further information about this document or any other parts of the previous Local Development Framework process please contact the Planning and Environmental Management team using the details below:

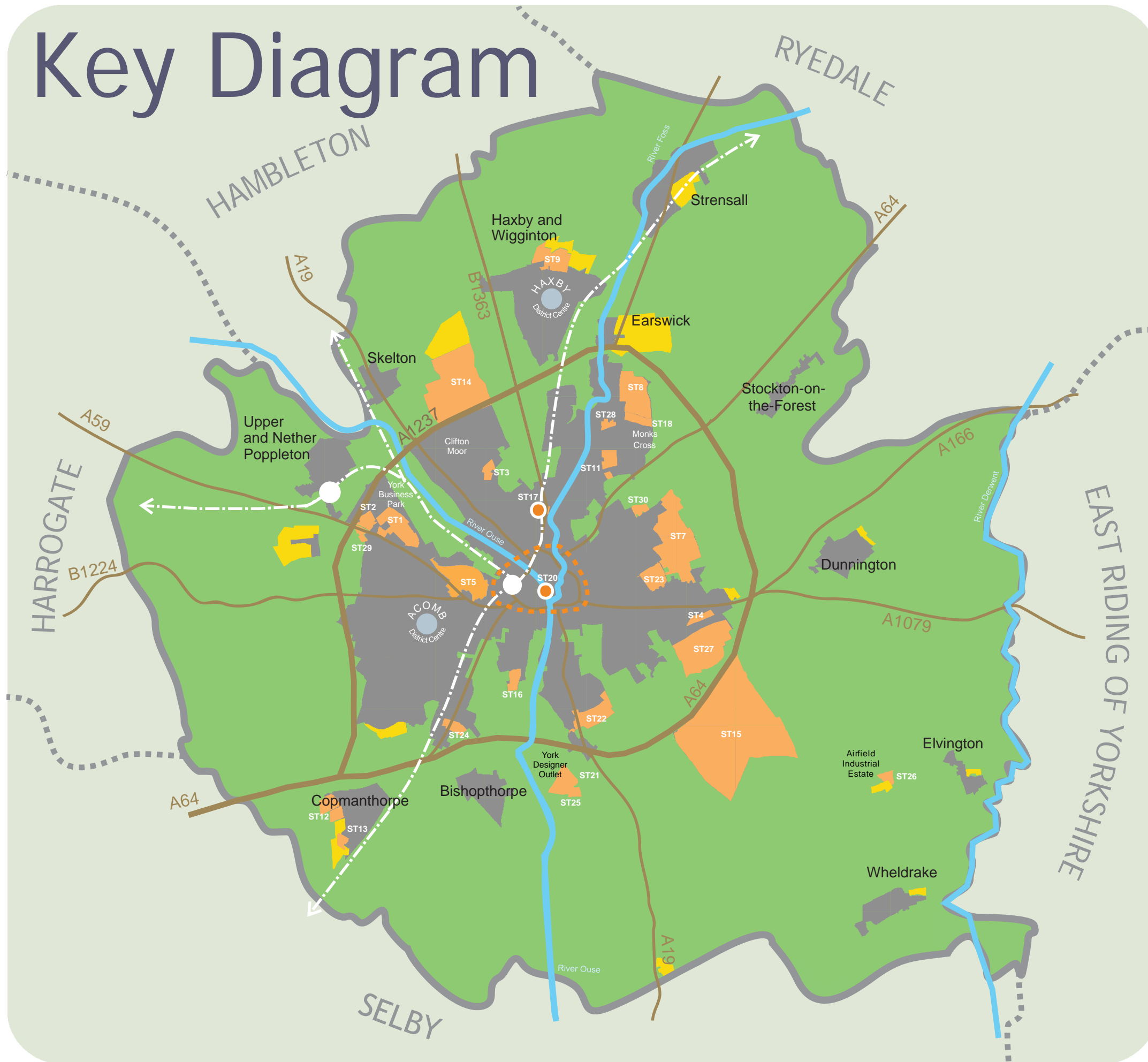
Planning and Environmental Management  
West Offices  
Station Rise  
York  
YO1 6GA

Telephone: 01904 552255

Email: [localplan@york.gov.uk](mailto:localplan@york.gov.uk)

All documents relating to the Local Plan and the previous Local development Framework process are available on the Council's website at [www.york.gov.uk/localplan](http://www.york.gov.uk/localplan)

# Key Diagram



The Key Diagram is for illustrative purposes only, showing Strategic Sites, Safeguarded Land and the general extent of York's Green Belt. For more detail and other sites (including housing and employment), allocations and designations please see the proposals map.



This section sets out the background information to the plan such as York's population, history of the city, transport issues etc. This information has been used to set out the key spatial issues, opportunities and challenges facing York. The vision responds to these issues, opportunities and challenges.

## Section 1: Background

### *Strategic Framework*

- 1.1 The Local Plan has been prepared at a time of considerable change in the public policy context with the Localism Act (2011) Act introducing a number of important reforms to the planning system, including the abolition of the Regional Spatial Strategy, alongside the National Planning Policy Framework (2012) (NPPF) streamlining national planning policy and replacing the previous Planning Policy Guidance and Planning Policy Statements. The Local Plan must take full account of these changes, alongside the national and local strategic context. This section outlines the key elements of the strategic framework which underpins the Local Plan.

#### **UK Sustainable Development Strategy**

- 1.2 The Local Plan must embrace the need to ensure sustainable development by taking full account of the aims, objectives and aspirations of the UK Sustainable Development Strategy – Securing the Future (2005). The Strategy identifies five principles and four key priorities for immediate action set out below:

##### **Principles:**

- Living within environmental limits.
- Ensuring a strong, healthy and just society.
- Achieving a sustainable economy.
- Promoting good governance.
- Using sound science responsibly.

##### **Priorities:**

- Sustainable production and consumption.
- Climate change and energy.
- Natural resource protection and environmental enhancement.
- Creating sustainable communities.

- 1.3 The coalition Government reaffirmed its commitment to sustainable development in 2011. This refreshed vision builds on the principles that underpinned the UK's Sustainable Development Strategy (2005). This means making the necessary decisions now to realise our vision of stimulating economic growth and tackling the deficit, maximising wellbeing and protecting our environment, without negatively impacting on the ability of future generations to do the same.

#### **National Planning Policy Framework**

- 1.4 The NPPF represents a fundamental reassessment of both the overall direction and the detail of the planning system in England. It is intended to support economic recovery and play a key role in delivering the government's localism agenda. The NPPF is the outcome of a review of planning policy, designed to consolidate policy statements, circulars and guidance documents into a single concise framework. The overriding message from the framework is that planning authorities should plan positively for new development, and that 'planning should operate to encourage and not act as an impediment to sustainable growth'.

- 1.5 At the heart of the new system is a new ‘presumption in favour of sustainable development’. This requires Local Plans to meet development needs, unless any adverse impacts would significantly and demonstrably outweigh the benefits, and for development proposals that accord with the Local Plan to be approved without delay.

- 1.6 The NPPF emphasises the need for careful attention to viability to ensure development plans are deliverable.

### **Duty to Co-operate**

- 1.7 The Localism Act requires that local planning authorities demonstrate co-operation in plan making with adjoining or nearby authorities and other organisations in relation to cross boundary issues. Section 110 of the Localism Act transposes the Duty to Co-operate into the Planning and Compulsory Purchase Act 2004 and introduces Section 33a, which sets out a Duty to Co-operate in relation to the planning of sustainable development (‘the Duty’). Further detail on how the provisions of the Act should be implemented is provided within the NPPF. The NPPF states that Local Planning Authorities are expected to demonstrate evidence of having effectively cooperated to plan for issues with cross boundary impacts when Local Plans are submitted for examination. City of York Council’s joint working and co-operation with its neighbouring authorities is set out in detail in the Cross Boundary Working: Demonstrating the Duty to Cooperate (2014).

### **Neighbourhood Planning**

- 1.8 The Localism Act introduces new rights and powers for communities. This includes the introduction of a new ‘neighbourhood’ layer to the planning system which is central to the package of planning reforms and is aimed at giving people the opportunity to shape the places they live in. Neighbourhood Plans are a key element of neighbourhood planning and the Council is committed to supporting communities in preparing Neighbourhood Plans.
- 1.9 Neighbourhood Plans are prepared by town or parish councils, or in un-parished areas by ‘neighbourhood forums’. They are part of the statutory development plan provided they accord with national policy and the strategy vision for the city set out in the Local Plan. Neighbourhood Plans allow communities to develop a vision of what their area should be like and make decisions on where certain types of development should go. Importantly Neighbourhood Plans should be aligned with the strategic needs and priorities of the wider local area and be in general conformity with the strategic policies of an authority’s Local Plan. Outside these strategic elements Neighbourhood Plans will be able to shape and direct sustainable development in their area.

## ***Local Strategic Context***

### **The Strategy for York 2011-2025**

- 1.10 The Strategy for York 2011- 2025 (2011) sets out a long term vision for the city and a new set of immediate priorities. It is important that the Local Plan provides the spatial or planning expression of York’s strategic plan. The Strategy for York vision is set out overleaf:

**York: A City Making History**

Making our mark by:

- building confident, healthy and inclusive communities;
- being a leading environmentally-friendly city;
- being at the forefront of innovation with a diverse and thriving economy;
- being a world class centre for culture, education and learning for all; and
- celebrating our historic past and creating a successful and ambitious future.

1.11 This overall vision is supported by six strategic ambitions designed to ensure York is always an attractive place to live, work and visit. These ambitions comprise the following:

- i. Improve the physical and cultural environment of the city as a basis for community and economic development.
- ii. Keep York's employment levels high and economy buoyant by supporting local employers, entrepreneurship, developing a diverse and sustainable economy and balanced employment structure.
- iii. Maintain community cohesion and develop strong, supportive and durable communities.
- iv. Ensure the process of physical development is used to improve the environmental sustainability of the city, and that growth accommodates the challenges of climate change and other built and natural environmental challenges.
- v. Use York's brand and position to promote the city within the regional, national and global network.
- vi. Encourage partnerships within the city and beyond that benefit everyone and achieve mutual advantage.

**York: The City Action Plan – The Strategy for Growth 2011-2015**

1.12 Addressing a more immediate time-span, the York: The City Action Plan – The Strategy for Growth 2011-2015 (2011) examines the aims and intentions of The Strategy for York (2011). In response to the opportunities and challenges facing the city, three immediate priorities have been identified that are critical to address in order to secure York's future. These are:

- enabling growth;
- creating the environment for growth; and
- sharing growth.

1.13 The City Action Plan tackles these three interconnected themes and within these themes, it proposes a small number of actions that partners will tackle together between now and 2015. The Local Plan has a key role to play in helping to deliver those actions that have spatial implications, including helping to

- bring forward land for development and business accommodation;

- tackle transport congestion and address travel issues in, around and across York;
- enhance York's heritage and creative and cultural sectors and use them as a driver for economic growth; and
- create a housing supply that better meets York's needs.

### **Delivering for the People of York: The Council Plan 2011-2015**

- 1.14 Delivering for the People of York: The Council Plan 2011-2015 (2011) sets out the Council's priorities for 2011-2015 and a number of targets that the Council is committed to meeting in relation to each of the five priority areas. The priorities are to:

- create jobs and grow the economy;
- get York moving;
- build strong communities;
- protect vulnerable people; and
- protect the environment.

- 1.15 The priorities are closely inter-connected and many of the actions proposed contribute to the achievement of outcomes for more than one priority. The plan sets out important changes to the way the Council does business, alongside what it will be delivery up to 2015.

### **Reaching Further: York Economic Strategy 2011-2015**

- 1.16 Reaching Further: York Economic Strategy 2011-2015 (2012) has been published jointly by City of York Council and York Economic Partnership. It recognises the difficulties recession has placed upon both households and firms in the city and recognises the need to develop a robust strategy for recovery and development.
- 1.17 The central economic vision is for the City of York to become a more enterprising and international city economy, renowned for opportunity and specifically to become:
- a top10 English city economy that delivers for business, people and the environment; and
  - internationally-recognised as an 'innovation capital' - a key centre for science, Research and Development and knowledge-based business.

### **Climate Change Framework and Climate Change Action Plan**

- 1.18 The Council's Climate Change Framework and Climate Change Action Plan (2010) sets out the overarching ambition of York to accelerate actions to reduce carbon emissions across the city. It illustrates the actions already on-going across York and highlights the key areas the city needs to begin to drive forward in order to eventually reach the ambitious targets of a 40% reduction in Carbon Dioxide (CO<sub>2</sub>) emissions by 2020 and the national Climate Change Act (2008) 80% reduction in Carbon Dioxide emissions by 2050. The Framework is to be used by organisations across the city, including the Council and Without Walls Partnership (WoW), to focus and drive forward coordinated action to tackle climate change.

1.19 The Action Plan is the delivery mechanism to achieving the Framework and the 10 key areas it aims to tackle as follows:

- sustainable homes;
- sustainable buildings;
- sustainable energy;
- sustainable waste management;
- sustainable transport;
- sustainable low carbon economy;
- low carbon lifestyle;
- sustainable planning and land use; and
- sustainable WoW – illustrating the climate change work they are doing as a partnership.

1.20 The Framework and Action Plan will help everyone in York to live and work in a more sustainable, low-carbon city, where people:

- live and work in energy-efficient buildings with smaller fuel bills;
- drive less and walk and cycle more;
- use renewable sources of energy to heat buildings or power cars and buses; and create less waste, recycle and compost more.

## ***Evidence Base***

1.21 The full evidence underpinning the Plan can be found on the Council's website. The evidence base includes the following:

- City of York Local Plan Area Wide Viability Study (2014)
- City of York Council Housing Requirement in York: Evidence on Housing Requirement in York 2014 Update (2014)
- Retail Study Update (2014)
- North Yorkshire and York Strategic Housing Market Assessment (2011).
- City of York Affordable Housing Viability Study (2010) and Annex 1 (2011)
- Renewable Energy Study (2014)
- City of York Council Gypsy, Roma, Traveller and Travelling Showpeople Accommodation Assessment (2014)
- City of York Council Gypsy, Roma, Traveller and Travelling Showpeople Site Identification Study (2014)
- The Local Plan Evidence Base Study: Open Space and Green Infrastructure (2014)
- 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 Central Historic Core Conservation Area Appraisal (2011)
- Reaching Further: York Economic Strategy 2011-2015 (2012)
- City of York Economic and Retail Growth and Visioning Study (2013)
- Renewable Energy Study (2014)
- Low Emission Strategy (2012)



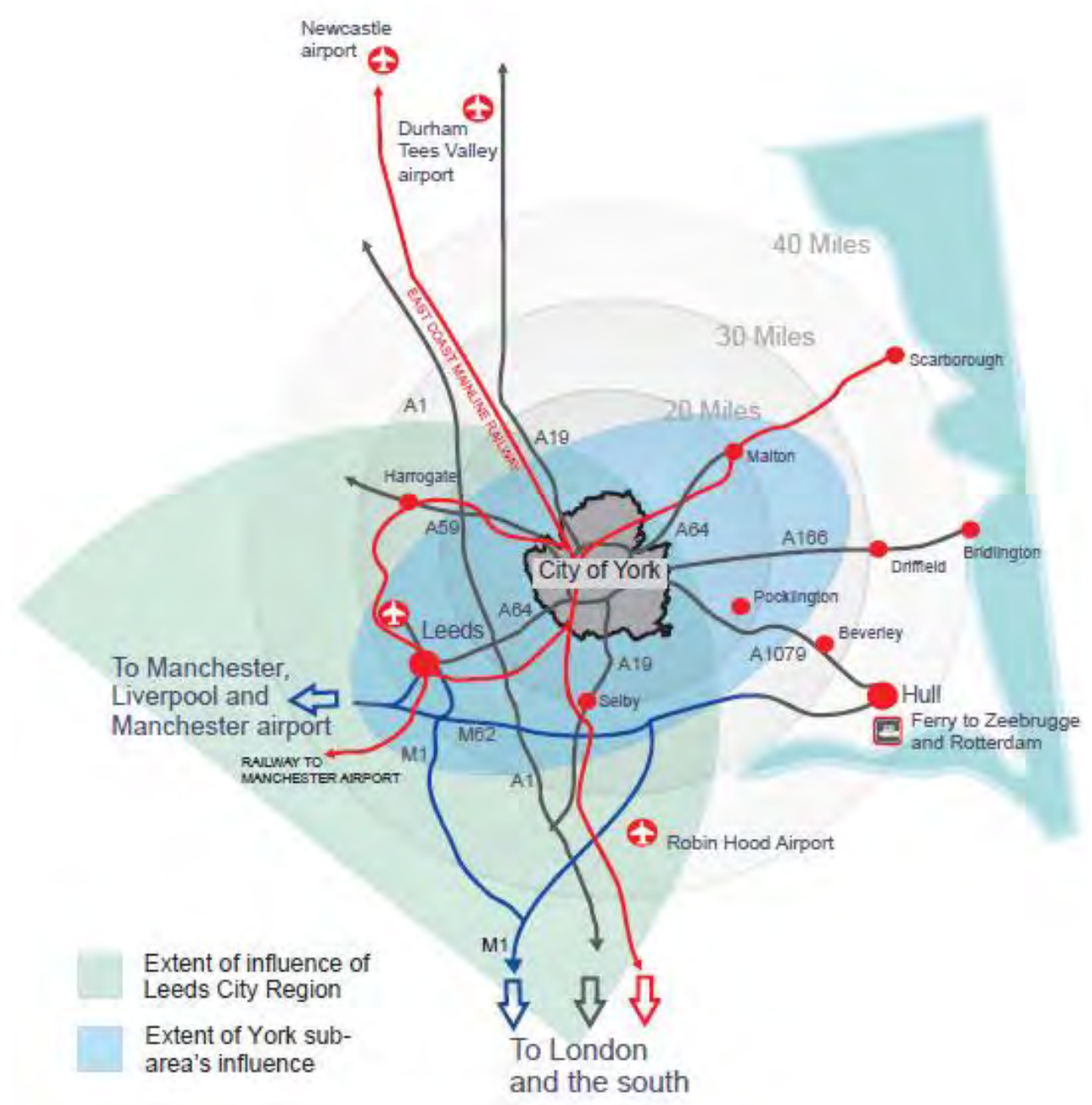
## ***Spatial Portrait***

- 1.22 York is in good shape, with a strongly performing modern and mixed economy. The city continues to attract investment and has major development opportunities in the pipeline and a strong market economy. York, as an internationally recognised centre of excellence for education, has two great universities and an unparalleled education system. The city offers a superb quality of life to residents. It has an outstanding built and natural environment, with iconic world class heritage and a wide variety of cultural opportunities. Overall crime rates demonstrate sustained improvement, income levels are relatively high, deprivation is reducing and there is a good general level of health. In the drive towards cutting CO<sub>2</sub> emissions, the city is recognised as a leader in sustainable transport.
- 1.23 Nevertheless, York faces some significant challenges in the coming years. This spatial portrait describes in more detail the current situation in York and underlines the key spatial opportunities and challenges.

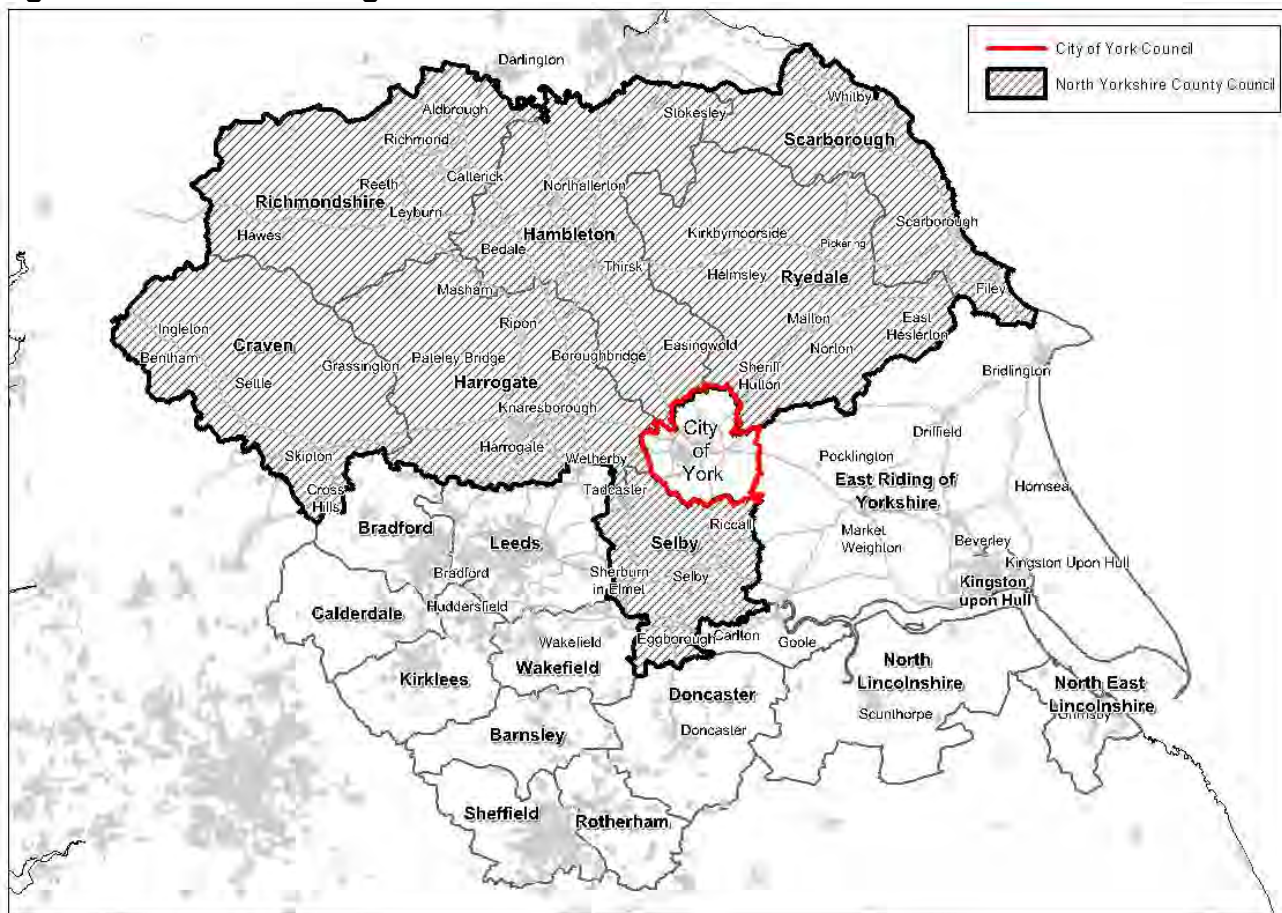
### **City of York Council Local Authority**

- 1.24 The City of York Local Authority area covers approximately 105 square miles (272 square kilometres). Its proximity to other towns and cities in the region along with its transport links to the region and the wider UK are highlighted in Figure 1.1 overleaf. It is characterised by a compact urban area surrounded by several small settlements. The compactness of the main urban area is a key feature of the city.
- 1.25 Figure 1.1 overleaf shows that York falls within two sub areas; the Leeds City Region; and York Sub Area. These areas are overlapping but self contained functional areas that were originally defined in the now partially revoked Yorkshire and Humber Regional Spatial Strategy. The functional nature of these sub areas relate to housing markets, labour markets, travel to work and services, retail and service catchments. Both areas continue to be important geographies for both analysis and policy interventions. The Leeds City Region comprises the authorities of West Yorkshire, the North Yorkshire Districts of Craven, Harrogate and Selby and the City of York. The Leeds City Region Partnership and Local Enterprise Partnership operate across this geography. The York Sub-Area includes the Unitary Authority of York, Selby District, the southern parts of Hambleton and Ryedale Districts, the southeast part of Harrogate District and the northwest part of the East Riding of Yorkshire.

**Figure 1.1: York in it's Wider Context**



- 1.26 The City of York Council has a long history of joint working and co-operation with the authorities in the Leeds City Region and the York Sub Area, together with North Yorkshire County Council shown at Figure 1.2 overleaf. There are wider strategic links at the city region and sub regional levels and the City of York Council is a constituent member of the Leeds City Region and Local Government North Yorkshire and York. In accordance with the Localism Act 2011 the Council will continue to co-operate with our neighbouring authorities to maximise the effectiveness with which the Local Plan is prepared.

**Figure 1.2: Joint Working**

### Population

- 1.27 The latest Census results indicate that York had a population of 198,051 people in 2011. This represents an increase of 9.2% in the number of people living within the authority area since the 2001 Census.
- 1.28 Between 2001 and 2011 the population of the district can also be seen to have aged; with a greater proportion of people aged 65 and over. The number of people aged 65 and over has increased by more than other age categories in the city and reflects national trends in line with increasing life expectancy. There have also been significant increases in the proportion of 15-19 year olds (17.8% increase) and 20-24 year olds (39.1% increase) since 2001. This reflects that there are two successful and expanding universities located in the city. Since 2001 the proportion of working age population (16-64 year olds) has increased by 11.9%.
- 1.29 The Index of Multiple Deprivation 2010 shows that York's ranking has gone down from 242 in 2007 (out of 354 Local Authorities in England) to 244 in 2010 which indicates that York, as a whole, is becoming less deprived. The most deprived wards as a whole are Westfield, Guildhall and Clifton. However the most deprived pockets of deprivation can be identified in the Westfield, Clifton and Hull Road Wards and include areas such as Tang Hall, Kingsway North and Foxwood which fall within the top 20% most deprived areas in England. Through the development process it is important that the Local Plan helps to reduce deprivation.

## Economy

- 1.30 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. There also remains significant employment in chocolate and railways and York is the base for two of the largest building companies in the UK.
- 1.31 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, and a turnover of about £302 million per annum. They play an important role both in terms of being major employers in their own right supporting over 8,000 jobs and providing a skilled labour pool of graduates to serve the city's science, technology and professional services industries.
- 1.32 The city performs well against similar sized European cities with its highly skilled workforce but is not as productive per capita. In summary:
- the city economy now supports nearly 113,000 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); and
  - it has lower than average enterprise and productivity which is 86% of the national average
- 1.33 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). These forecasts have been updated to provide a 2013 to 2030 forecast which shows that growth last year was stronger than anticipated and over the period to 2030 employment will grow by over 13,500 and will add £2.4bn to GVA. This means the York economy will be 56% bigger by 2030.
- 1.34 OEF also provided alternative outlook forecasts which assumed either faster growth in some sectors or an overall faster recovery in the UK economy. These add between 1,500 and 5,000 additional jobs over the forecast period. These outlooks help in understanding how the economy could change. However, there are inherent uncertainties in long term economic forecasting and the Plan takes a cautious approach using the baseline forecast to inform the land requirements in the Plan. However this does not mean that the Council is tempering its economic ambition for the city. It continues to believe that local interventions such as the 'Growth Deal' with

Government will promote faster growth in key sectors and there is flexibility in the Plan's allocation of sites to accommodate this.

- 1.35 This ambition for the city is articulated in the York Economic Strategy 2011-15 (2011), where 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.”*

#### Retail

- 1.36 York is considered to be a regional centre. Its geography results in York being a dominant centre for its immediate catchment area, given the distances involved in travelling to and from 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, from fulfilling a day to day convenience shopping to a specialist retail role through the variety of specialist and independent shops on offer particularly in the City Centre, district centres and also at the York Designer Outlet.
- 1.37 To meet this role 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.
- 1.38 The health of City Centre retail has been resilient through the recent recession although its market share has remained static whilst the market share of out of town centres such as Monks Cross and Clifton Moor has increased. Out of centre floorspace now exceeds that contained within the City Centre. It is important to promote the City Centre and restrict further 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. Support for the city centre should improve, grow and maintain its offer in order to attract visitors, residents, businesses and investment.

#### Tourism

- 1.39 York has been a centre of political, commercial and religious importance for nearly two thousand years. Over the centuries York has changed significantly, but it has also preserved the physical evidence of its history like few other places in the country. As a result, York is world famous for its rich heritage, which can be seen through Roman, Viking, Medieval, Georgian, Regency and Victorian buildings, monuments and archaeological remains. Around seven million visitors every year are drawn to enjoy York's special character with associated spending of £606million and creating in the order of 20,200 jobs. Tourism in York therefore makes an important contribution to the City's culture and economy.

- 1.40 According to figures produced by Visit York of the total spend of £606 million 75% is made by leisure visitors and 25% made by business visitors. Day visitors spent £207million in 2012 and those visitors staying overnight spent £399 million. The greatest spend by leisure visitors is on food and drink (£125m), closely followed by shopping (£116m). Of the seven million visitors to York in 2012 only 22% stayed at least one night and 78% were day visitors.
- 1.41 There are nine large visitor attractions in York including the National Railway Museum, YorkBoat, the Castle Museum, the Yorkshire Museum, York Minster, Clifford's Tower, Jorvik, York's Chocolate Story and the York Dungeon. A survey by Visit York has indicated that in 2013 these nine attractions welcomed a total of 2.8 million visitors which is the highest number of visitors recorded since their survey began in 2005.
- 1.42 In addition there are a number of smaller visitor attractions in York which include: the Bar Convent, Barley Hall, the Cold War Bunker, DIG, Fairfax House, Holgate Windmill, the Mansion House, the Merchant Adventurers' Hall, Micklegate Bar Museum, the Quilt Museum, Treasurer's House and York Brewery. According to statistics produced by Visit York, In 2013 these twelve attractions have welcomed a total of 237,106 visitors, or an average of 19,759 per attraction.

#### Housing

- 1.43 A key challenge for the Local Plan is to deliver sufficient housing across the plan period to meet the city's needs. It is important that the Local Plan responds to the needs of York's population including specific groups, such as older persons, Gypsies and Travellers, and students. It is also important that provision reflects demographic change over the plan period. For example, the anticipated increase in the number of people over 70 years old living in York during the plan period.
- 1.44 York has a significant affordable housing challenge. There is currently a significant gulf between average earnings and average house prices and rents. The North Yorkshire Strategic Housing Market Assessment (2011) gives the most up to date median annual gross household income of £22,100 per annum. The average income of newly forming households is not sufficient to enable them to purchase on the open market given that the average house price in York is currently £187,752 (as at July 2014 from [www.landregistry.gov.uk](http://www.landregistry.gov.uk)). This generally means that they are forced into private rental properties because of high purchase prices, and are unlikely to be able to save money towards buying a home in the future, especially as private rents in York are particularly high. York has growing levels of demand for the Private Rented Sector, reflected in approximately a 50% expansion between 2001 and 2008. This is also reflected in rents with over a quarter of private renters paying in excess of £650 per calendar month as set out in the North Yorkshire and York Strategic Housing Market Assessment (2011).
- 1.45 In accordance with Government guidance set out in the NPPF (2012) and Planning Policy for Traveller Sites (2012), the Council is required when preparing a Local Plan to identify Gypsy, Traveller and Travelling Showpeople sites to meet accommodation needs. Current and future need as well as detailed analysis of potential sites to meet need is set out in The City of York Gypsy, Roma, Traveller and Travelling Showpeople Accommodation Assessment (2014) Within York there are currently



three permanent Council owned Traveller sites and no formal, permanent 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.

- 1.46 York has a large proportion of higher education students which is set to increase by over 5,000 students following the expansion of the University of York and as other establishments continue to provide modern education facilities to accommodate growing student numbers. Many students choose to live in the private rented sector, typically in Houses in Multiple Occupation (HMOs). An historical mapping exercise set out in the Houses in Multiple Occupation Technical Paper (2011, updated 2014) indicates that between 2000 and 2010 concentrations of HMOs spread across the city. In some areas the number of HMOs have doubled or tripled in the ten year period 2000 to 2010. Further more the changes in benefit rules mean that that single working age population under 35 years old will only be eligible to receive benefits for a single room in an HMO. The previous age limit was 25 years old.

#### Green Belt

- 1.47 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 draft 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 (2008). 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.
- 1.48 While the Regional Strategy for Yorkshire and Humber has otherwise been revoked when The Regional Strategy for Yorkshire and Humber (Partial Revocation) Order (2013) came into force its York Green Belt policies were saved together with the key diagram insofar as the latter illustrates those policies and the general extent of the Green Belt around York. The revocation order states that the detailed boundaries of the outstanding sections of the outer boundary of the York Green Belt about 6 miles from York city centre and the inner boundary are to be defined in order to establish long term development limits that safeguard the special character and setting of the historic city. It is therefore the role of the Local Plan to define what land is in the Green Belt and in doing so established detailed green belt boundaries.

#### Built and Natural Environment

##### *Historic Environment*

- 1.49 York is a world class city with the only complete medieval city walls in England. It contains many outstanding examples of structures which exhibit developments in architecture, monumental arts and town planning including the medieval Merchant Adventurer's Hall, Georgian town houses such as Fairfax House and the Mansion House, as well as Victorian engineering displayed at York Railway Station and Skeldergate Bridge. The city is almost unique in England with its easily recognisable medieval street pattern, 2,000 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.

1.50 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.

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

#### *Green Infrastructure*

1.52 York's Green Infrastructure includes a network of multifunctional open spaces, including strays, waterways, formal parks, gardens, woodlands, street trees, green corridors, nature reserves and open countryside. These areas are intrinsically linked to York's unique character, valuable in maintenance and enhancement of biodiversity, provide opportunities for sport and recreation and contribute to wider environmental benefits, including managing flood risk. Green Wedges extend from the open countryside into the heart of the main urban area like spokes of a wheel. These wedges comprise the historic 'strays', Commons and surrounding land and the Ouse 'lngs' on both the north and south sides of the city. These corridors which link the urban centre and the countryside are vital in maintaining York's Green Infrastructure network and the character and environmental quality of the city.

#### *Biodiversity*

1.53 York's Green Infrastructure also includes nine Sites of Special Scientific Interest (SSSI); three of which (Strensall Common, the River Derwent and Derwent lngs) are also of international importance as indicated in the City of York Bio-diversity Audit



(2011). In addition there are further sites, whilst not of SINC quality, are still of very considerable value to the overall biodiversity interest. All these sites together provide the core of the existing wildlife interest in York. These are the sites whose retention and good management are critical to retaining York's biodiversity and will provide the source for enhancement and expansion of the resource within the framework.

### E d u c a t i o n

- 1.54 The skills profile of York's workforce significantly out performs regional and national averages. Whilst York is one of the most academically and professionally skilled cities in the country, employers still experience difficulties finding staff with the right work skills to fill vacancies and it is important that residents are equipped with the skills they need to take advantage of job opportunities or to start up their own business. There are also pockets of deprivation and low skills development in some areas of the city creating a gap between those with the highest skills and those with the lowest. The Local Plan has a role to play in making sure that local people have the right skills for the jobs available now and in the future by ensuring there are sufficient high quality and modern learning facilities.
- 1.55 A number of factors have contributed to making York a nationally and internationally renowned centre for further and higher education. This includes the founding of the University of York in 1963, the growth of York St John University, the opening of the College of Law in the 1980s, the establishment of medical training at the Hull York Medical School at the University of York in 2002, the role of Askham Bryan College of Agriculture and Horticulture and the recent landmark campus development of York College. It is important that the Local Plan supports the continued success of further and higher education in the city recognising the economic benefit it brings whilst managing any associated issues such as student housing. For some education institutions this may mean supporting future plans for expansion to accommodate growth.

### *University of York*

- 1.56 Since it was founded in 1963, the University of York has become one of the UK's most successful universities. It occupies a 197 hectare parkland site on the south eastern edge of York, together with a number of properties in both York City Centre and the village of Heslington which abuts the campus. Expansion beyond the boundaries of the original Heslington West campus was envisaged as far back as the East Riding Development Plan from 1967. The Heslington East campus, at 112 hectares, is sited within that land. The Heslington East Campus Extension was considered through a Public Inquiry. In her approval of the Development in September 2007 the Secretary of State accepted "that, in combination, the educational need for the University to expand, the considerable economic benefits to the City and the region that would be derived from the expansion of the University, and the absence of alternative sites, are together very special circumstances" for the development in the draft green belt. The factors for continued growth are still relevant today and in the future.
- 1.57 A member of the Russell Group of UK Universities, the University plays a significant role in the economic and cultural life of the city and the region, generating around 2,780 direct University jobs and 3,700 indirect jobs (based on 2011/12 figures). In

addition, the University contributes some £240m annually to the York economy. It continues to perform well, and is consistently one of the highest ranked universities nationally for teaching quality and research.

#### *York St. John University*

- 1.58 The York St. John University campus occupies a 4.5ha site at Lord Mayor's Walk on the northern edge of York City Centre, facing the City Walls and York Minster beyond. Originally built around a quadrangle in 1841 the campus has experienced major development in the last 10 years. The campus includes some student residential accommodation but the majority is off site within easy reach of the campus. The University currently has 6500 students (FTEs) and employs 750 staff. The increase in student numbers of the last 10 years is circa 93% and it is anticipated that the total will increase to 8,000 by 2018.
- 1.59 York St. John University has invested circa £90m in capital investments in York over the past 8-10 years; it contributes £150m to the local economy each year and indirectly helps support 600 jobs in the City. Its investment is on-going and the 22.8ha former Nestlé sports ground and the Joseph Rowntree Theatre at Haxby Road are part of a major enhancement of its Sports and Performing Arts facilities. York St. John University excels in sport activity and is undertaking major financial investment in buildings and facilities on the sports ground site to create a centre for sporting excellence, which will include continued access by community teams.

#### *T r a n s p o r t*

- 1.60 York is one of five Local Authorities in the wider region that experiences a net inward flow of trips to work. The 2001 Census tells us that the vast majority of commuting trips are within York and that York is a net importer of journeys to work, principally from the East Riding of Yorkshire, and the southernmost districts in North Yorkshire (Selby and Ryedale). There is also a significant outward commute to Leeds.
- 1.61 The continued dominance of the private car, often at the expense of other modes, presents a major challenge to the objective of sustainable development. However, the city is fortunate in having many advantages, such as a compact urban area and flat terrain, for enabling sustainable travel to be a realistic option for a large proportion of its residents. The city is surrounded by a large rural hinterland with dispersed population centres, rail options from the south east of the city are particularly poor and demand on some services exceeds capacity. Even with these advantages, the city has a number of challenges and constraints that hinder sustainable movement. The rivers, railways, strays, City Walls and historic street layout all affect movement patterns, concentrating journeys onto a relatively small number of key locations and restricting options for improvement.
- 1.62 The high traffic flows on the strategic road network, particularly the A1237 Outer Ring Road, leads to severe delays and redistribution of trips onto residential routes. Congestion on the Inner Ring Road and main radial routes deters cycling, creates a barrier for pedestrian movement and causes bus services to be slowed. Levels of pollution from vehicle emissions have led to Air Quality Management Areas being declared for much of the city centre and the approaches to it, on Fulford Road and on Salisbury Road.

- 1.63 York benefits significantly from being in a strategic location on the UK's rail network and having fast rail connectivity to London, the North East and Edinburgh. It also has a direct rail link to Manchester Airport. There is strong support for improving rail as part of general improvement to public transport to and within York, including taking advantages of the Intercity Express programme and HS2 in due course. York also has a share in the 20 year transport investment programme through the York, North Yorkshire and East Riding Growth Deal in relation to improvident the existing transport network to support growth. The Growth Deal will bring together local, national and private funding as well as new freedoms and flexibilities to focus on four key priority areas, one of which is to ensure the existing transport network promotes growth and low carbon goals.
- 1.64 The City faces many different challenges and opportunities for transport over the lifetime of the Local Plan and beyond. Key issues that will have a significant influence on transport relate to: climate change and air quality, growth and development and its impact on traffic levels, changing population, health and inequalities.

#### Air Quality

- 1.65 The Local Plan has an important role in helping the Council to meet its legal requirement to comply with national air quality objectives. Until recently, air quality action planning has focussed primarily on achieving modal shift to walking, cycling and public transport but these measures alone have not delivered a great enough improvement in air quality. Further measures need to be put in place to minimise traffic emissions from the remaining vehicle fleet (including buses and taxis) and to minimise emissions from new development. This can be achieved by incentivising the uptake of low emission technologies (such as electric, hybrid and bio-methane vehicles) within the general vehicle fleet and by requiring developers to mitigate more effectively against transport emissions from their developments. An overarching Low Emission Strategy (2012) has recently been adopted to address these issues. By ensuring that emissions from new developments are minimised and influencing appropriate patterns of development, the Local Plan can assist York in becoming a Low Emission city.

#### Waste and Minerals

- 1.66 City of York Council as a unitary authority is also a waste and minerals planning authority. This responsibility involves identifying all waste arisings from all sources in the area and requirements for minerals, including aggregates and how these will be sourced. The Council is pursuing a joint Waste and Minerals Development Plan Document with North Yorkshire County Council. The Issues and Options stage of the Joint Plan was consulted on in March 2014 and it is anticipated that the Preferred Options will follow in early 2015.

## Section 2: Vision and Development Principles

### Vision and Outcomes

***York aspires to be a City whose special qualities and distinctiveness are recognised worldwide. The Local Plan aims to deliver sustainable patterns and forms of development to support this ambition and the delivery of the city's economic, environmental and social objectives. This will include ensuring that the city's spaces and archaeology can contribute to the economic and social welfare of the community whilst conserving and enhancing its unique historic and natural environmental assets.***

***The plan will ensure that the vision and outcomes are delivered in a sustainable way that recognises the challenges of climate change, protects residents from environmental impacts and promotes social inclusivity.***

#### **Create Jobs and Grow the Economy**

- 2.1 The Local Plan will enable York to realise its economic growth ambitions as set out within the City's Economic Strategy.
- 2.2 This will include York fulfilling its role as a key driver in the Leeds City Region, York and North Yorkshire Sub Area and for the York Sub Area. In doing this York will have a key role in ensuring the success of the Growth Deals announced by the Government in July 2014 that have been negotiated by the Leeds City Region and York, North Yorkshire and East Riding Local Enterprise Partnerships'. These deals will bring additional investment to the City and greater flexibility in how public monies are used in support of economic growth.
- 2.3 The role of the Local Plan in achieving this objective will be to promote private sector employment growth through the provision of sites and infrastructure to deliver over 13,500 additional jobs between 2012 and 2030 for current and future residents. Sites identified will be attractive to the market and well served by sustainable modes of transport. This will include reinforcing the traditional employment role of the City Centre complemented by the opportunities offered by the adjacent York Central site; in addition to safeguarding and where appropriate increasing provision and investor choice in a range of commercial locations including: Monks Cross; Northminster; York Business Park; Clifton Moor and York Designer Outlet.
- 2.4 The Plan recognises the critical importance of York City Centre as the economic, social and cultural heart of the area. By the end of the plan period, York City Centre will have strengthened its role as a regional commercial, shopping, leisure, tourism and entertainment destination through:
  - ensuring development contributes to the creation of a world class, high quality, accessible public realm;
  - increasing the supply of modern retail units, enhancing department store representation to attract a broader range and quality of multiple retailers to trade whilst enabling the growth of the already strong, quality, independent sector;

- improving the tourism, cultural and leisure offer by ensuring a flexible approach to the use of land;
- developing an improved high quality office space offer for small enterprises and the digital media industries;
- protecting and enhancing its unique historic assets;
- protecting and enhancing its existing office provision complemented by commercial development on the adjacent York Central site; and
- improvements to sustainable transport infrastructure.

2.5 The higher and further education sector is of key importance to the economy. The plan will help unlock the further potential of The University of York, York St John University, York College and Askham Bryan College of Agriculture and Horticulture, through development and redevelopment at their current sites, and facilitating the provision of new purpose built student accommodation both on and off site. The plan will also have a key role in facilitating the development of business 'spin off' from Higher Education institutions.

2.6 Through the development of identified Strategic Sites and secured through developer agreements, the Local Plan will deliver construction and development skills training for local people.

### **Get York Moving**

2.7 The Plan will help deliver a fundamental shift in travel patterns by:

- ensuring that sustainable transport provision and travel planning is a key component of future development and subsequent operation;
- promoting sustainable connectivity through ensuring that new development is located with good access to high quality public transport and to the strategic cycling and walking network;
- reducing the need to travel, through ensuring that new development is located with good access to services;
- provision of new stations at Haxby and potentially Strensall;
- helping to deliver the infrastructure to support sustainable travel; including the provision of safe new cycle and walking routes as part of a city wide network, high quality well located bus stops and secure cycle parking facilities, new rail and park and ride facilities; and
- managing private travel demand via car parking policies and other measures.

2.8 Through the delivery of sustainable transport measures, initiatives and infrastructure the plan will ensure that:

- the Council's economic ambitions are supported;
- growth will not have unacceptable impacts in terms of congestion and air quality;
- air quality improvement objectives are achieved;
- transport is progressively decarbonised;
- the Council's health and wellbeing agenda is addressed through the promotion of cycling and walking; and
- environmental improvement to the public realm in areas such as the city centre are achieved.

## **Build Strong Communities**

- 2.9 To ensure a continuous supply of housing opportunities throughout the plan period sustainable sites should be brought forward. By the end of the plan period sufficient sites will have been identified for viable and deliverable housing sites with good access to services and public transport to meet the housing needs of the current population and the future population linked to the city's economic growth ambitions. This will require the provision of sufficient land for 996 dwellings per annum and will include substantial areas of land for exemplar new sustainable communities at Clifton Gate, East of Metcalf Lane, Monks Cross and Whinthorpe, along with major regeneration opportunities such as British Sugar and York Central. In addition the plan will optimise the delivery of affordable housing to meet identified need subject to not compromising viability of development sites; and address the needs of specific groups including students and Gypsies, Travellers, Roma and Showpeople.
- 2.10 The Local Plan will prioritise tackling existing gaps, and prevent gaps from being created, in the provision of key services and public transport. By the end of the plan period it will be ensured that all residents in the main built up areas of York are able to follow low carbon sustainable lifestyles.
- 2.11 The Local Plan will protect and provide accessible and new varied opportunities for leisure and recreational activities in order to promote healthy lifestyles, including ensuring all residents living within the main built up areas of York have access to a range of well located recreational open spaces and sports facilities and safe walking and cycling routes too them.
- 2.12 The Local Plan will respond to the need to increase primary and secondary education provision; including addressing need arising from strategic development sites and supporting proposals to ensure that existing facilities can continue to meet modern educational requirements.

## **Protect the Environment**

### *Built Environment*

- 2.13 Over the plan period, the Local Plan will help York to safeguard its outstanding heritage for future generations by promoting development which respects the city's special character and encourages opportunities for rediscovering and reinterpreting those assets which make it an attractive, beautiful and accessible city. Enhancing York's physical appearance, improving accessibility and improving its image and perception are vital if the city is to increase investment, employment and wealth.
- 2.14 The Plan will do this through the conservation and enhancement of the following six defining characteristics of York's built environment:
- strong urban form;
  - compactness;
  - landmark monuments;
  - unique architectural character;
  - archaeological complexity; and
  - landscape setting.

2.15 York's future and past are interdependent. The City's unique historic character and setting is an essential component of its continued economic success as well as being valuable in its own right. York's outstanding architectural and archaeological heritage contribute to the City's special significance, distinctiveness and sense of place. The Local Plan will ensure that the City's heritage assets are preserved and enhanced. These assets include the architecture and archaeology of its historic centre, its skyline, views, street patterns, the Minster and its precinct, the Medieval and Roman walls, Clifford's Tower, Museum Gardens and other open spaces. Beyond the City Centre, the key radial routes are of particular importance, and the surrounding villages and Green Infrastructure, including its valued strays, river corridors and open spaces, that contribute to the City's setting. The primary function of York's Green Belt will be to preserve its setting and special character.

2.16 The potential provided by the City's portfolio of development sites to contribute to York's unique environment will be ensured through the Local Plan, through the delivery of appropriate high quality, low carbon, sustainable urban design and architecture and new green spaces across the whole of the area.

#### *Natural Environment*

2.17 By the end of the plan period York's Green Infrastructure, including open space, landscape, geodiversity, biodiversity and the natural environment, will have been both conserved and enhanced. Its role in promoting the city's economic and social aspirations, particularly in terms of contributing to a beautiful, legible and healthy city, will have been optimised.

2.18 The Local Plan will strengthen its network of strays, green wedges, open spaces, nature conservation sites and green corridors, extending them as part of new development areas. It will also create a Green Belt for York that will endure beyond the end of this plan period providing a lasting framework to shape the future development of the city. Its primary aim will be to preserve and enhance the special character and setting of York. It will also have a critical role in ensuring that development is directed to the most sustainable locations.

#### *Natural Resources and Environmental Protection*

2.19 The Local Plan will respond to the opportunities offered by the city's natural resources whilst at the same time protecting current and future residents from environmental impacts. It will:

- reduce York's eco-footprint;
- support reducing energy use and carbon generation, meeting ambitious renewable energy targets and ensuring that both housing and commercial development is designed and constructed in a sustainable way;
- ensure that new development is not subject to, nor contributes unacceptable levels of flood risk including from the Rivers Ouse, Foss and Derwent and other sources, does not result in increased flood risk elsewhere and, where possible, achieves reductions in flood risk overall;
- ensure that new development delivers sustainable drainage solutions;
- support measures to help reduce the emissions of Nitrogen Dioxide, Particulate, Carbon Dioxide and other greenhouse gases from both transport and other sources;

- contribute to the reduction of waste through supporting innovation and improvement of current waste practices, promotion of recycling and set the principles for the future provision of suitable and accessible sites;
- set guidelines for the safeguarding of mineral deposits and reduce the use of non renewable resources;
- ensure that any development will not introduce risk to the health of current and future residents or create problems with property and it's surrounding environment; and
- safeguard water resources and to protect and improve water quality with an overall aim of getting water bodies to 'good' status under the Water Framework Directive.

## ***Development Principles***

2.20 The Council's planning strategy is based on delivering sustainable development as described by the Vision set out in paragraphs 2.1 to 2.19 above. An important part of this is to consider York's role in its wider functional sub area. There has been ongoing interaction between the York Local Plan area and adjoining plan areas. This has been fully explored through the Duty to Co-operate and the plan's policies reflect the outcomes of this. The section of the document details the policies and development principles which will help deliver the vision. These include:

- Policy DP1 - the approach taken to development which reflects the role of the York Sub Area;
- Policy DP2 - the basic development principles that arise from the vision which underpin the strategic policies in each of the subsequent sections of the plan; and
- Policy DP3 - the key development principles pertinent to quality 'sustainable communities' that will also guide the Council in its consideration of all development proposals.

2.21 These policies are supplemented by Policy DP4 which sets out the Council's overall approach to development management which is to take a positive approach in favour of sustainable development, work proactively with applicants meaning proposals can be approved where possible, and to secure development that improves economic, social and environmental conditions in the area.

### **Policy DP1: York Sub Area**

The approach taken in the Local Plan to development will reflect the roles and functions of place in the Leeds City Region, York Sub Area and York and North Yorkshire Sub Region. It will aim to ensure the following.

- 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.

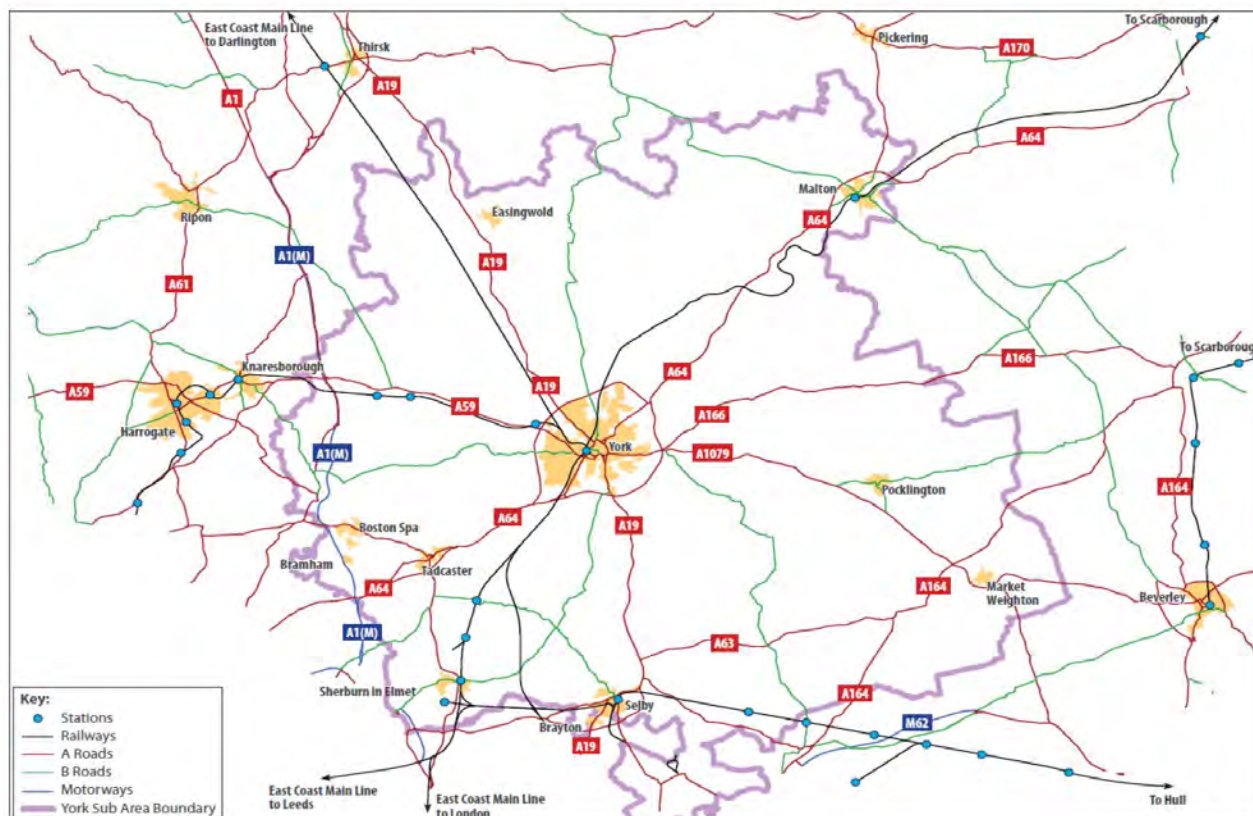


- iii. The housing needs of City of York's current and future population including that arising from economic and institutional growth is met within the York local authority area.
- iv. The further success of regionally and sub regionally important higher and further education institutions within the 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. A Green Belt is defined around York which will safeguard the special character and setting of the historic City, the outer boundary of which will be 6 miles from the City Centre.
- ix. Development within the City of York area will not lead to environmental problems including flood risk, poor air quality and transport congestion for adjacent local authority areas.

### Explanation

2.22 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. The York Sub Area was identified in the Yorkshire and Humber Plan: Regional Spatial Strategy to 2026 (2008) (RSS). Further analysis has been carried out as part of the York Sub Area Study (2011) which determines the nature and extent of functional relationships between different places in the York area. Figure 2.1 overleaf shows the York Sub Area as defined in the sub area study. This confirms that the functional areas approach to understanding and addressing strategic spatial priorities agreed in the RSS remain valid, including the role of York and its Sub Area. 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 economic role of York in helping to deliver the ambition of the Local Enterprise Partnership as set out in Growth Deals and Strategic Economic Plans;
- the importance of conserving and enhancing York's unique 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.

**Figure 2.1 York Sub Area**

Source: York Sub Area Study (2011)

## Policy DP2: Sustainable Development

Development should be consistent with the principles below. They will be applied in the consideration of all development proposals and underpin the subsequent sections of the plan.

(i) Development will help **Create Jobs and Grow the Economy** through:

- supporting strategic employment locations and ensuring employment land for the development period is provided;
- safeguarding and enhancing the established retail hierarchy, the City Centre, district, local and neighbourhood centres, while ensuring out of centre retailing is controlled.

(ii) Development will help **Get York Moving** through:

- delivering a fundamental shift in travel by improving strategic public transport, cycle and pedestrian networks and managing travel demand and modal choice; and
- improving the strategic highway network capacity whilst protecting residential areas, including safeguarding routes and sites.

(iii) Development will help **Build Strong Communities** through:

- addressing the housing and community needs of York’s current and future population; and
- facilitating the provision of sufficient preschool, primary and secondary education and supporting further and higher education.

(iv) Development will help **Protect the Environment** through:

- conserving and enhancing York’s special character setting, character and heritage by ensuring development is in acceptable locations and of the highest quality standards in design and urban design;
- conserving and enhancing York’s Green Infrastructure whilst promoting accessibility to encourage opportunities for sport and recreation;
- reducing flood risk by ensuring that new development is not subject to or does not contribute to flooding;
- ensuring sustainable design techniques are incorporated in new developments and maximise the generation and use of low carbon/renewable energy resources;
- improving air quality and limit environmental nuisance including noise, vibration, light, dust, odour, fumes and emissions, from development;
- reducing waste levels through the reducing, reusing and recycling hierarchy, and ensure appropriate sites for waste management are provided; and
- safeguarding natural mineral resources and maximise the production and use of secondary aggregates.

## Explanation

- 2.23 Sustainable Development can be defined as ‘meeting the needs of the present without compromising the ability of future generations to meet their own needs’. As indicated in the National Planning Policy Framework (NPPF), the purpose of the planning system is to contribute to the achievement of sustainable development.
- 2.24 The Local Plan will play a vital role in delivering sustainable development for York. No one policy of the Local Plan will achieve this, but collectively the plans will result in communities that are well connected, well served, environmentally sensitive and considerate of the local environment, thriving economically, well designed and built and active, inclusive and safe. The principles included in Policy DP2 effectively define Sustainable Development in planning terms for York and have been developed from the Vision. These objectives also aim to encourage growth and development whilst balancing it with environmental and social factors. The approach has drawn upon the issues identified in the Sustainability Appraisal Scoping Report as well as national policy. As such, development proposals should adhere to the objectives set out in Policy DP2 as these principles will guide the Council’s decisions regarding planning applications.
- 2.25 Table 2.1 overleaf identifies the strategic policies within the Local Plan which support the vision and each of the principles in Policy DP2.

**Table 2.1: Strategic Policies Included Within Each Section**

	<b>Policy Number</b>	<b>Policy Name</b>
<b>Policy DP2 (i) Create Jobs and Grow the Economy, (ii) Get York Moving, (iii) Build Strong Communities, (iv) Protect the Environment</b>	Policy DP1	York Sub Area
	Policy SS1	Delivering Sustainable Growth for York
	Policy SS4	York City Centre
	Policy SS5	Whinthorpe
	Policy SS6	East of Metcalfe Lane
	Policy SS7	Clifton Gate
	Policy SS8	Land North of Monks Cross
	Policy SS9	York Central
	Policy SS10	Castle Piccadilly
	Policy EC1	Provision of Employment Land
<b>Policy DP2 (i) Create Jobs and Grow the Economy</b>	Policy R1	Retail Hierarchy and Sequential Approach
<b>Policy DP2 (ii) Get York Moving</b>	Policy T1	Sustainable Access
	Policy C1	Communications Infrastructure
	Policy DM1	Infrastructure and Developer Contributions
<b>Policy DP2 (iii) Build Strong Communities</b>	Policy H1	Housing Allocations
	Policy H4	Balancing the Housing Market
	Policy CF1	Community Facilities
	Policy ED1	University of York Campuses
<b>Policy DP2 (iv) Protect the Environment</b>	Policy SS3	The Role of York's Green Belt
	Policy SS4	The Creation of an Enduring Green Belt
	Policy D1	Landscape and Setting
	Policy D2	Placemaking
	Policy GI1	Green Infrastructure
	Policy GB1	Development in the Green Belt
	Policy ENV4	Flood Risk
	Policy CC1	Renewable and Low Carbon Energy
	Policy ENV1	Air Quality
	Policy ENV2	Managing Environmental Quality

	Policy Number	Policy Name
<b>Policy DP2 (iv) Protect the Environment (continued)</b>	Policy WM1	Sustainable Waste Management
	Policy WM2	Sustainable Minerals Management

## **Policy DP3: Sustainable Communities**

New development, including all the allocated sites as identified on the proposals map, should, where appropriate, address the following overarching development principles:

- i. respect and enhance the historic character, green spaces and landscape of York;
- ii. deliver high quality design and appropriate density, layout and scale whilst ensuring appropriate building materials are used;
- iii. 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;
- iv. ensure the highest standards of sustainability are embedded at all stages of the development;
- v. create a sustainable, balanced community through provision of an appropriate range of housing;
- vi. ensure that social infrastructure requirements of the new community are met through provision of accessible facilities and services in a planned and phased manner which complements and integrates with existing facilities;
- vii. create a people friendly environment which promotes opportunities for social and community interaction;
- vi. 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;
- ix. protect and enhance the natural environment through habitat restoration and creation;
- x. promote integration, connectivity and accessibility to, from and within the site by maximising opportunities for walking, cycling and frequent public transport thereby promoting and facilitating a modal shift from the car to more sustainable and healthier forms of travel;
- xi. 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; and
- xii. manage flood risk by ensuring development does not contribute to or is not subject to flooding.

Detailed policy requirements in relation to these overarching principles can be found under the relevant section of the plan.

### **Explanation**

- 2.26 National policy attaches great importance to how well designed buildings and places can improve people's and communities' lives. In order to do this, the City of York wants to provide sustainable communities that can improve and enhance the lives of those who live there. As such, development in York should encourage sustainable communities to form by ensuring the city is respected and enhanced, design, density, scale and building materials are taken into consideration, social infrastructure is in place that promotes community interaction and cohesion, the city's natural environment is protected and enhanced and given the Council's constrained road networks, congestion and air quality problems sustainable forms of transport are

promoted. In doing this the city can meet its development needs whilst ensuring its environment and facilities deliver communities that are sustainable.

### **Policy DP4: Approach to Development Management**

When considering future development the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will work proactively with applicants jointly to find solutions which means that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where they are in place, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- specific policies in that Framework indicate that development should be restricted.

### **Explanation**

- 2.27 The Council processes almost 2,000 planning applications each year alongside approximately 250 pre-application enquiries. These planning applications vary from both small and large scale applications. The NPPF determines that a 'presumption in favour of sustainable development' should be taken in both plan and decision making. Policy DP4 sets out the key approach the Council will take in guiding planning applications as defined in the NPPF.



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 3: Spatial Strategy

- 3.1 This section details the spatial strategy for the city by setting out the drivers of growth and factors that shape growth in the city, alongside detailing the key areas of change and opportunity that will support the delivery of the strategy.

### **Policy SS1: Delivering Sustainable Growth for York**

- i. Development during the plan period will be consistent with the priorities below.
  - The provision of sufficient land to accommodate over 13,500 new jobs that will support sustainable economic growth, 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.
  - Provide a minimum annual provision of 996 new dwellings over the plan period. During the first six years of the plan (five post adoption) a 20% buffer will be applied to this figure equating to a delivery rate of 1170 dwellings per annum. This will enable the building of 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. Additional delivery to help address the City's affordable housing need will be encouraged.
- ii. The location of development through the plan will be guided by the following five 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.
  - Where viable and deliverable, the re-use of previously developed land will be phased first.
- iii. York City Centre, as defined on the Proposals Map, will remain the focus for main town centre uses<sup>1</sup>.
- 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.

<sup>1</sup> **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).

## **Explanation**

### Economic Growth

- 3.2 Technical work on economic growth has been carried out for the Council by Oxford Economic Forecasting (OEF). This suggests that between 2012 and 2030 over 13,500 additional jobs could be created in the City. The projection shows particularly strong growth in the professional services, accommodation and food services and wholesale and retail sectors. This is consistent with the ambitions of the City's Economic Strategy as encapsulated in the Local Plan vision. If this level of growth is to be achieved it is important that the plan provides the right quantum of land and in the right locations.

### Population and Housing Growth

- 3.3 Technical work has been carried out by Arup in the Housing Requirements in York (Evidence on Housing Requirement in York: 2014 Update) which assessed household and population projections 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. Following the outcomes of this work, the Council aims to meet its assessed housing growth need by providing 996 new dwellings per annum over the plan period. This planned growth will enable the city to meet its objectively assessed need. During the first six years of the plan a 20% buffer will be applied to this figure equating to a delivery rate of 1170 dwellings per annum. This is to ensure that the plan is NPPF compliant and responds to historical low delivery rates.

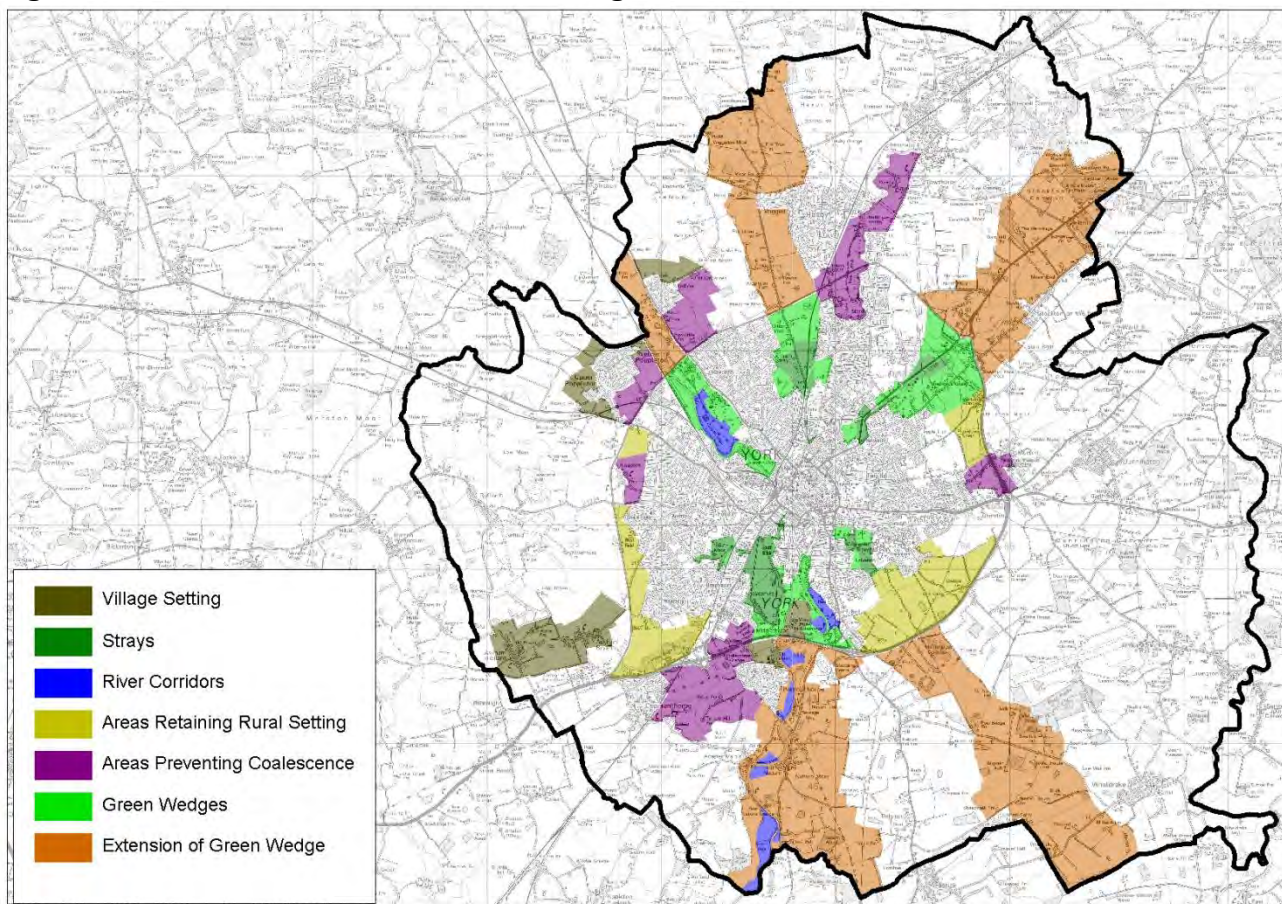
## **Factors Which Shape Growth**

### The Character and Setting of the City

- 3.4 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. Their 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 inns, strays and associated land; and
  - key arterial routes that influence urban form.
- 3.5 Technical work 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. This work 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. The areas of land considered to serve this purpose are illustrated in Figure 3.1. Further detail on this

can be found in the Historic Character and Setting Technical Paper Update (June 2013).

**Figure 3.1: Historic Character and Setting of York**

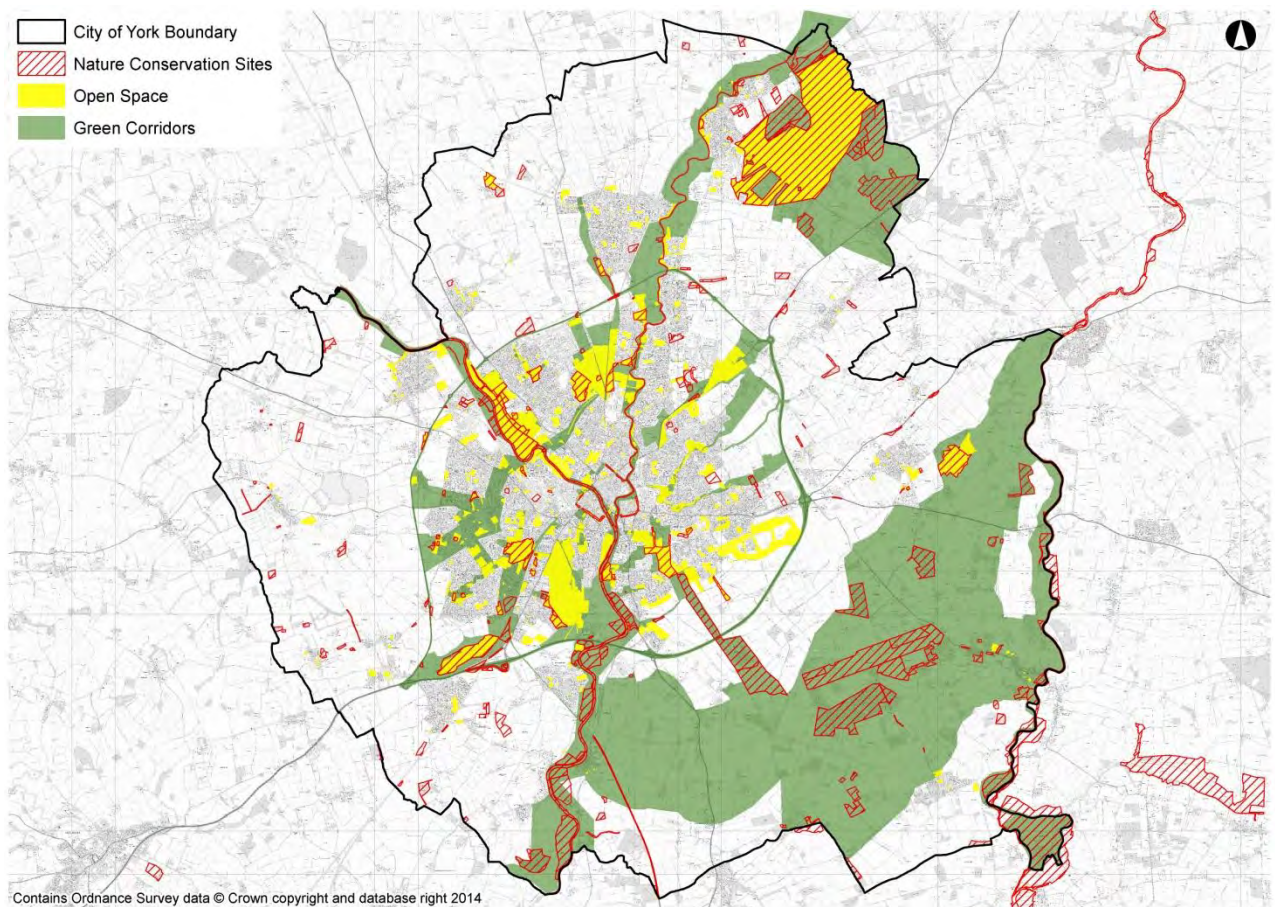


### Green Infrastructure- Nature Conservation, Green Corridors, Open Space

- 3.6 Protection of areas with nature conservation value is viewed as a key element in ensuring sustainable development. Government policy 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 3.2 overleaf).
- 3.7 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 3.2). It is important that any future development does not have a significant adverse effect on green corridors. This would need to take account of their characteristics and the reason behind their initial designation.
- 3.8 The Local Plan will also protect recreational open space provision, across all typologies as identified in The Local Plan Evidence Base Study: Open Space and Green Infrastructure (2014) (shown in Figure 3.2).

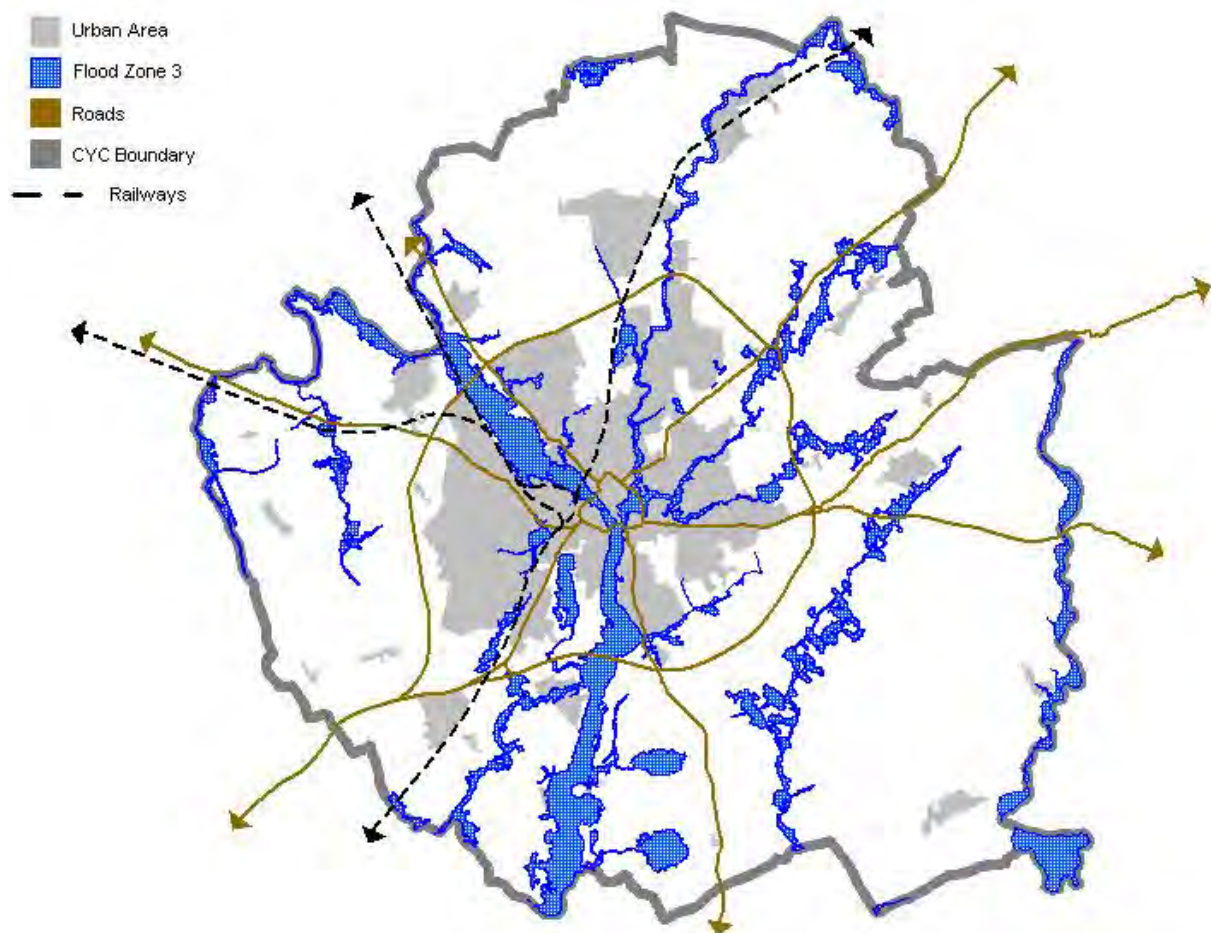


**Figure 3.2: York's Green Infrastructure- Nature Conservation, Green Corridors, Open Space**



### Flood Risk

- 3.9 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.
- 3.10 The Council has produced a Strategic Flood Risk Assessment (2013) (SFRA) incorporating the floodplain maps produced by the Environment Agency. Figure 3.3 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. Further detail on flood risk policies can be found in Section 12 of the Local Plan.

**Figure 3.3: Flood Zones 3a and 3b**

### Transport

- 3.11 The city of York has a notably constrained road network, with narrow radial routes and a city centre road layout which is unchanged in many of its fundamentals since medieval times. Whilst the vast majority of travel to work trips remained within York, it also has substantive commuter flows into Leeds City Region and inward commuter flows from its hinterland, primarily from the East Riding of Yorkshire.
- 3.12 It is important that future development does not lead to an unconstrained increase in traffic as this would impose substantial demand on the highway network and could lead to increased congestion if this demand can not be met by increasing highway capacity alone. Therefore, the Local Plan will support a pattern of development that favours and facilitates the use of more sustainable transport to minimise the future growth in traffic.

### **Delivery**

- Key Delivery Partners: City of York Council; Neighbouring Local Authorities; infrastructure delivery partners; developers; and landowners.
- Implementation: Through all Local Plan policies; planning applications; and developer contributions.

## **Policy SS2: 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 and delivering the Local Plan Spatial Strategy. 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.

### **Explanation**

- 3.13 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 3.1.
- 3.14 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.
- 3.15 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.

### **Delivery**

- Key Delivery Partners: City of York Council; Neighbouring Local Authorities; infrastructure delivery partners; developers; and landowners.
- Implementation: Through all Local Plan policies; planning applications; and developer contributions.

## **Policy SS3: The Creation of an Enduring Green Belt**

In order to create a Green Belt that endures beyond the plan period 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 Cliftongate	54 ha
• SF3 Reference not used <sup>2</sup>	
• SF4 Land north of Haxby	30 ha
• SF5 Land to west of Copmanthorpe	22 ha
• SF6 South of Airfield Business Park, Elvington	8 ha
• SF7 Reference not used	
• SF8 Land at Northminster Business Park	51 ha
• SF9 Land at Intake Lane, East of Dunnington	5 ha
• SF10 Land at Elvington Village	4 ha
• SF11 East Field, Wheldrake	5 ha
• SF12 Land at Moor Lane, Woodthorpe	17 ha
• SF13 Land East of Grimston Bar	5 ha
• SF14 Earswick	95 ha
• SF15 Land North of Escrick	10 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.

### **Explanation**

- 3.16 To ensure the city has the Green Belt has a degree of permanence and 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.
- 3.17 Policy SS3 identifies those sites that have been excluded from the Green Belt to ensure that the green belt as 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.
- 3.18 This land to be excluded from the Green Belt is 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 335 ha. The designation of a

<sup>2</sup> Site references were created at Preferred Options stage site references not used refer to sites no longer included within this policy.

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.

## **Delivery**

- Key Delivery Partners: City of York Council; Neighbouring Authorities; infrastructure delivery partners; developers; and landowners.
- Implementation: Through all Local Plan Policies; planning applications; and developer contributions.

## **Policy SS4: 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 and enhanced 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 priority area 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:

- Retail (A1);
- Office (Use Class B1a);
- Food and Drink (A3/A4/A5).
- Hotels (C1);
- Leisure(D2);
- Arts, entertainment and recreation (D1);
- Theatres (Sui Generis);
- Dwellinghouses (C3) ,in particular the reuse of upper floors for residential use is encouraged;
- Finance and professional services (A2); and

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

- E1: Hungate (12,000 sq. m office (B1a) as part of a mixed use scheme);
- ST20: Castle Piccadilly (mixed use); and
- Elements of ST5: York Central falling within the City Centre boundary (mixed use). Proposals for main town centre uses will be subject to an impact and sequential assessment.

The City Centre will remain the focus for main town centre uses (unless identified on the Proposals Map). Proposals for main town centre uses for non City Centre locations will only be considered acceptable in accordance with Policy R1 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, and change of use of existing Class A, B1(a) and town centre Leisure, Entertainment, and Culture uses will be resisted.

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, Hungate 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. retain and add to the City Centre's retail offer and retain and strengthen independent shops;
- vii. enhance the setting of 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 delivery of a bus interchange at York Railway Station.

**See also Policy SS10, SS11, EC1, R1 and R3**

### **Explanation**

- 3.19 The City Centre is the economic, social and cultural heart of York. 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 21<sup>st</sup> Century York, a plan for the next layer of history.

- 3.20 To provide this framework in the City Centre, the principles set out in Policy SS4 will set a template and challenge for new sustainable development and improvements that sensitively consider the historic environment of the city.
- 3.21 It is recognised that York City Centre is competing with 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 mixed use development into the City Centre, is important to encourage a greater proportion of the city's residents to spend time in their city.
- 3.22 Quality of place is key to economic competitiveness because it influences where people choose to live and work. The City Centre has many special qualities and heritage assets but 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. Policy SS4 aims to promote the revitalisation of the streets, places and spaces of the City Centre, in accordance with the policies in Section 8 'Design and Placemaking'. Further information on how to improve the quality of place in the City Centre is set out in the York Streetscape Strategy and Guidance (2014).
- 3.23 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.
- 3.24 Upper Floors in York City Centre: An Opportunity (2013) undertaken by the North of England Civic Trust explores the underuse and dis use of upper floors in York City Centre. 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 an appropriate 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. In particular, the reuse of upper floors for residential use is encouraged.

## **Delivery**

- Key Delivery Partners: City of York Council; developers; and infrastructure delivery partners.
- Implementation: Planning applications; and developer contributions.

## **Key Areas of Change**

- 3.25 The Local Plan includes four Strategic Sites larger than 100 ha. The delivery of these sites is essential to achieving the Local Plan vision. They must also be delivered in a way that meets the wider aims and objectives of the plan. These sites are considered in policies SS5 to SS8 below.
- 3.26 A Supplementary Planning Document (SPD) or development brief will be produced for each of the Areas of Change with the involvement of stakeholders and the community which will establish a co-ordinated planning approach to ensure delivery of high quality sustainable development in a complementary manner. The SPD or development brief 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.

## **Policy SS5: Whinthorpe**

The development of Whinthorpe (ST15) supports the Local Plan vision in delivering a new sustainable rural settlement for York. It will deliver approximately 6,000 dwellings, with associated uses and infrastructure, around 2,380 units of which will be delivered over the plan period.

In addition to complying with the policies within this Local Plan, the site must be masterplanned and delivered in accordance with the following key principles.

### Housing

- Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment (SHMA) and policies on affordable housing.

### Community Facilities

- to meet the needs of future residents provide an appropriate range of shops, services and facilities including social infrastructure such as health, social, leisure, cultural and community uses. This should be principally focused around a new District Centre.
- Deliver new on-site education provision to meet nursery, primary and secondary demand, to be assessed based on generated need.
- Provide local employment opportunities ancillary to the main development in and/or around the District Centre.
- Provide 'spoke' facilities for ambulance services on-site and in an accessible location.

### Access

- vi. Ensure provision of necessary infrastructure to effect new access from the A64(T) to serve Whinthorpe, alongside retention of Long Lane and retention of dedicated access for existing local residents and potential bus route on Common Lane.

### Transport

- vii. Deliver high quality, frequent and accessible public transport services through the whole site which provide links to new community facilities, as well as to York City Centre and other appropriate service hubs, including University of York. A public transport hub at the district centre should provide appropriate local interchange and waiting facilities for new residents. It is envisaged such measures will enable 15% of trips to be undertaken using public transport.
- viii. Maximise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the City and surrounding area creating well-connected internal streets and walkable neighbourhoods.

### Environment

- ix. Create strategic greenspace that includes a significant buffer to the A64(T) in order to read as a settlement that is separate from York and sits within its own landscape context. This greenspace is shown indicatively on the proposals map subject to the outcomes of detailed masterplanning. The green space should also maintain views of the Minster, the Tillmire Drain and existing woodland.
- x. Provide, as a minimum, no net loss in biodiversity of the site as a result of the development. Impacts on biodiversity will be managed through avoidance, mitigation, or as a last resort, compensatory provision.
- xi. Avoid impacts on Heslington Tillmire SSSI, and secure a net gain in biodiversity through:
  - a) the incorporation of a new 'Habitat Enhancement Area' (HEA) adjacent to the SSSI to mitigate impacts through providing an appropriate buffer incorporating a barrier to the movement of people and domestic pets. A buffer of 400m will be required in order to adequately mitigate impacts unless evidence demonstrates otherwise; and
  - b) the provision of an appropriate site wide recreation and access strategy to minimise indirect disturbance from development and compliment the HEA.
- xii. Protect the character, setting and enjoyment of Minster Way.
- xiii. Exploit synergies with the proposed university expansion in terms of site servicing including transport, energy and waste.

**See also Policy R2, H5, H9, CF1, ED7, D2, G11, G16 and T1**

### **Explanation**

- 3.27 The Whinthorpe site will provide a balanced mix of high quality housing as well as an associated district centre, community facilities and an excellent network of green infrastructure, which connects into existing areas of environmental value.

### **Phased Approach**

- 3.28 The Whinthorpe site will be delivered in a phased approach within a comprehensive framework. Whinthorpe could see the delivery of 2380 homes over the plan period, and approximately 6,000 dwellings in total, to be accessed off the existing highway network. Development is anticipated to commence from 2017 although it is not anticipated that the site will be fully built out until after 2040.

- 3.29 The site should be masterplanned and delivered to ensure successful integration between plan period development and development that may come forward on safeguarded land in the post plan period. This will include ensuring that community facilities form a coherent, accessible solution for provision across the cumulative site area, and that local infrastructure solutions are robust and futureproofed. Strategic green spaces associated with heritage impact and ecology should be phased in order to allow establishment in advance of key commencements.
- 3.30 Education and community provision should be made early in the scheme's phasing, in order to allow the establishment of a new sustainable community. New nursery, primary and secondary provision will be required to serve the earliest phases of development. Site phasing should maximise potential for bus access from initial stages, facilitated through the development pump-priming new services. In addition to this, development should exploit any shared infrastructure opportunities arising from the proximity of Whinthorpe to the University of York, Science Park and Sports Village (e.g. through combined access, energy, utilities and waste strategies).

### **Delivery**

- Key Delivery Partners: City of York Council; Whinthorpe landowners; developers; and infrastructure delivery partners.
- Implementation: Planning applications; and developer contributions.

### **Policy SS6: East of Metcalfe Lane**

The development of the Land East of Metcalfe Lane (ST7) supports the Local Plan vision in delivering a sustainable urban extension to York. It will deliver approximately 1,800 dwellings, with associated uses and infrastructure, around 1,205 units of which will be delivered over the plan period.

In addition to complying with the policies within this Local Plan, the site must be master planned and delivered in accordance with the following key principles.

#### Housing

- i. Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment (SHMA) and policies on affordable housing.

#### Community Facilities

- ii. Create a new local centre providing an appropriate range of shops, services and facilities to meet the needs of future occupiers of the development.
- iii. Deliver a new on site primary and secondary school, as well as nursery provision. In terms of location, there is broad flexibility around where the primary facility is sited, but due to the spatial profile of generated need, the secondary facility should be provided north of Bad Bargain Lane.
- iv. Provide local employment opportunities ancillary to the main development in and/or around the Local Centre.

### Access

- v. Provide access from Stockton Lane and Murton Way, with a small proportion of development traffic served off Bad Bargain lane. Access between Stockton Lane and Murton Way will be limited to public transport and walking/ cycling links only.

### Transport

- vi. Deliver high quality, frequent and accessible public transport services through the whole site, to provide attractive links to York City Centre. It is envisaged such measures will enable 15% of trips to be undertaken using public transport. Public transport links through adjacent site ST23 will be sought, as well as public transport upgrades to either the Derwent Valley Light Rail Sustrans route, or bus priority measures on Hull Rd and/or Stockton lane, subject to feasibility and viability.
- vii. Maximise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the City and surrounding area creating well-connected internal streets and walkable neighbourhoods.

### Environment

- viii. Create strategic greenspace focused around the corridor of Tang Hall Beck and provide a 'green wedge' that maintains separation between Heworth and Tang Hall. This greenspace is shown indicatively on the proposals map subject to the outcomes of detailed masterplanning;
- ix. create a second strategic greenspace corridor at the end of the site (indicatively shown on the proposals map) in order to protect the setting of Osbalwick Village and secure an appropriate development form; and
- x. minimise impacts of access from Murton Way to the South on SINC site 57 'Osbalwick Meadows'.

**See also Policy R2, H5, H9, CF1, ED7, D2, G11, G16 and T1**

### **Explanation**

- 3.31 The East of Metcalfe Lane Area of Change will provide a balanced mix of high quality housing as well as an associated local centre, community facilities and an excellent network of green infrastructure, which connects into existing areas of environmental value.

### **Phased Approach**

- 3.32 The site will be delivered in a phased approach within a comprehensive framework and could see the delivery of approximately 1,205 homes over the plan period, and approximately 1,800 homes in total. Development is anticipated to commence by 2017. Education and community provision should be made early in the scheme's phasing, in order to allow the establishment of a new sustainable community. A new primary facility and secondary provision will be required to serve the earliest phases of development. Strategic green spaces associated with heritage impact and ecological mitigation should be phased in order to allow establishment in advance of key commencements.

### **Delivery**

- Key Delivery Partners: City of York Council; East of Metcalfe Lane landowners; developers; and infrastructure delivery partners.
- Implementation: Planning applications; and developer contributions.

## Policy SS7: Clifton Gate

The development of Clifton gate (ST14) supports the Local Plan vision in delivering a sustainable rural settlement situated to the North of the outer ring road. It will deliver approximately 2,800 dwellings, with associated uses and infrastructure, around 2,382 units of which will be delivered over the plan period.

In addition to complying with the policies within this Local Plan, the site must be master planned and be delivered in accordance with the following key principles.

### Housing

- i. Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment (SHMA) and policies on affordable housing.

### Community Facilities

- ii. Create a Local Centre incorporating appropriate shops, services and community facilities to meet the needs of future residents.
- iii. Deliver on site accessible combined nursery and primary education facilities, which are well connected to housing by dedicated pedestrian/ cycleways.
- iv. Secure developer contributions for secondary school places, as necessary to meet the need for new places (dependent on the scale of provision required, and capacity of existing facilities, this may require new provision on-site).
- v. Provide 'spoke' facilities for ambulance services on-site and in an accessible location.

### Access

- vi. Ensure provision of new all purpose access roads to the east and south from A1237 Outer Ring Road/Wigginton Road Roundabout, the A1237 off the Clifton Gate Roundabout and off the Wigginton Road/B1363.
- vii. Deliver local capacity upgrades to the outer ring road in the vicinity of the site, to include associated infrastructure to protect public transport journey times on junction approaches. Opportunities to provide grade separated, dedicated public transport routes across the A1237 should be explored in feasibility, viability and cost-benefit terms.

### Transport

- viii. Deliver high quality, frequent and accessible public transport services throughout the development site, which provide links to other local rural communities where feasible, as well as to main employment centres. It is envisaged such measures will enable 15% of trips to be undertaken using public transport.
- ix. Contribute to the delivery of a Park & Ride service at Clifton Moor, as identified under Policy T2, as a medium term (2020-25) Strategic Public Transport Improvement;
- x. Ensure provision of high quality, safe, direct and accessible pedestrian and cycle links which create well-connected internal streets and walkable neighbourhoods including to:
  - a) the community, retail and employment facilities immediately to the south, (likely to take the form of an overbridge);

- b) the surrounding green infrastructure network (with particular regard to public rights of way immediately west of the site and improvements to A1237 crossing facilities); and
- c) existing pedestrian and cycle networks across the city.

#### Environment

- xi. Maintain landscape buffers around the site to prevent coalescence with adjacent settlements and maintain the setting of the City and the village of Skelton. Create strategic greenspace to the west of the site to reduce the physical and visual proximity of the development area to Skelton. This greenspace is shown indicatively on the proposals map subject to the outcomes of detailed masterplanning.
- xii. Protect and enhance local green assets including the Site of Local Interest for Nature Conservation (SLI), on-site plantations and trees/ hedge-lines and landscape character. Provision of any site access through the SLI should be accompanied by the protection of the residual SLI area, and provision of new adjoining habitat areas, established and maintained to enhance the SLI's special interest.

**See also Policy R2, H5, H9, CF1, ED7, D2, G11, G16 and T1**

#### **Explanation**

- 3.33 This Area of Change will provide a balanced mix of high quality housing as well as associated uses, community facilities and an excellent network of green infrastructure, which connects into existing areas of environmental value.

#### **Phased Approach**

- 3.34 The Clifton Gate site will be delivered in a phased approach within a comprehensive framework and could see the delivery of 2,382 homes over the plan period and approximately 2,800 in total, with development anticipated to commence in 2017.
- 3.35 The site should be masterplanned and delivered to ensure successful integration between plan period development and development that may come forward on safeguarded land in the post plan period. This will include ensuring that community facilities form a coherent, accessible solution for provision across the cumulative site area, and that local infrastructure solutions are robust and futureproofed. Strategic green spaces associated with heritage impact and ecological mitigation should be phased in order to allow establishment in advance of key commencements.
- 3.36 Education and community provision should be made early in the scheme's phasing, in order to allow the establishment of a new sustainable community. Subject to the scale and delivery timescales of final development, at least two new primary facilities will be required to serve the development over the plan period. Dependent on timing, there may be some limited primary education capacity at Lakeside available in the very initial phases of development, and this existing facility may be capable of limited expansion to cater for early development. Beyond this, a new primary facility will be required in the early phases of development. Similarly, Canon Lee Secondary School currently has surplus spaces and will be likely be able to accommodate a proportion of children from the development.



- 3.37 The phasing of the site should maximise potential for bus access from the initial stages of the development, and should include the pump-priming of public transport services.

### **Delivery**

- Key Delivery Partners: City of York Council; Clifton Gate landowners; developers; and infrastructure delivery partners.
- Implementation: Planning applications; and developer contributions.

## **Policy SS8: Land North of Monks Cross**

The development of the Land North of Monks Cross (ST8) supports the Local Plan vision in delivering a sustainable urban extension to York. It will deliver a new urban extension of approximately 1,400 dwellings, with associated uses and infrastructure, around 1,100 units of which will be delivered over the plan period. The site lies adjacent to employment allocation ST18 and these two allocations will be masterplanned and developed together.

In addition to complying with the policies within this Local Plan, the site must be master planned and delivered in accordance with the following key principles.

### Housing

- i. Deliver a sustainable housing mix in accordance with the Council's most up to date Strategic Housing Market Assessment (SHMA) and policies on affordable housing.

### Community Facilities

- ii. Maximise the site's function as a sustainable new development by incorporating an appropriate range of shops, services and facilities.
- iii. Deliver new dual form entry primary education provision on site in an accessible location, (to be assessed based on generated need) as well as providing for nursery and secondary education.

### Access

- iv. Provide new site access from North Lane/ Monks Cross Link Road, with no new direct access to the A1237.

### Transport

- v. Deliver high quality, frequent and accessible public transport services through the whole site including facilitation of links to local employment centres, York City Centre as well as Strensall where viable and feasible. It is envisaged such measures will enable 15% of trips to be undertaken using public transport. On site public transport termination and layover infrastructure will be required.
- vi. Maximise pedestrian and cycle integration, connection and accessibility in and out of the site and connectivity to the City and surrounding area, creating well-connected internal streets and walkable neighbourhoods.

### Environment

- vii. Create strategic landscape buffering/greenspace along the existing road network that will retain key strategic views towards the Minster. This greenspace is shown indicatively on the proposals map subject to the outcomes of detailed

masterplanning. Strategic greenspace will have a particularly important role in terms of:

- protecting ecological assets including designated sites immediately north of the site boundary;
- safeguarding the character and setting of the city; and
- conserving on-site heritage assets including 'Ridge and Furrow' and archaeology, and hedgerows and trees, that also contribute to the setting of Huntingdon.

**See also Policy R2, H5, H9, CF1, ED7, D2, G11, G16 and T1**

### **Explanation**

- 3.38 The site will provide a balanced mix of high quality housing as well as an associated district centre, community facilities and an excellent network of green infrastructure, which connects into existing areas of environmental value.

### **Phased Approach**

- 3.39 The Land North of Monks Cross site will be delivered in a phased approach within a comprehensive framework and could see the delivery of approximately delivery of 1,100 homes over the plan period and approximately 1,400 homes in total, with development anticipated to commence in 2017. It is intended that a broad site phasing will commence at the south of the site and will build northwards in order to facilitate public transport accessibility. Education provision will be required to serve the earliest phases of development. Education facilities should be provided with appropriate levels of playing field provision and community access. Contributions towards secondary education provision will be sought, with a new facility provided in association with site ST7.
- 3.40 The residential development site should be planned and delivered alongside the adjacent employment allocation ST18. Green Infrastructure associated with the management of ecological, landscape, drainage and flooding impacts may be provided outwith, but adjacent to the main site allocation, subject to forming an appropriate type of development in the greenbelt. Indicative areas based on current masterplans are shown on the proposals map as strategic greenspace. Strategic green spaces associated with heritage impact and ecology should be phased in order to allow establishment in advance of key commencements.

### **Delivery**

- Key Delivery Partners: City of York Council; Land North of Monks Cross landowners; developers; and infrastructure delivery partners.
- Implementation: Planning applications; and developer contributions.

### **Key Areas of Opportunity**

- 3.41 The York Central and Castle Piccadilly areas both represent significant opportunities to help deliver the Plan's vision. Both are 'brownfield' and mixed use and could provide high quality, well designed environments that create new pieces of York; they are also offer significant economic benefits. They are the subject of area specific policies set out below.

## **Policy SS9: York Central**

York Central is allocated as an Area of Opportunity. This Area of Opportunity 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 Area of Opportunity Allocation. Proposals for main town centre uses will be subject to an impact and sequential assessment:

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

Within the plan period land, as shown on the Proposals map, land within York Central is allocated for a minimum of around 410 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.

The principles of development at York Central are to:

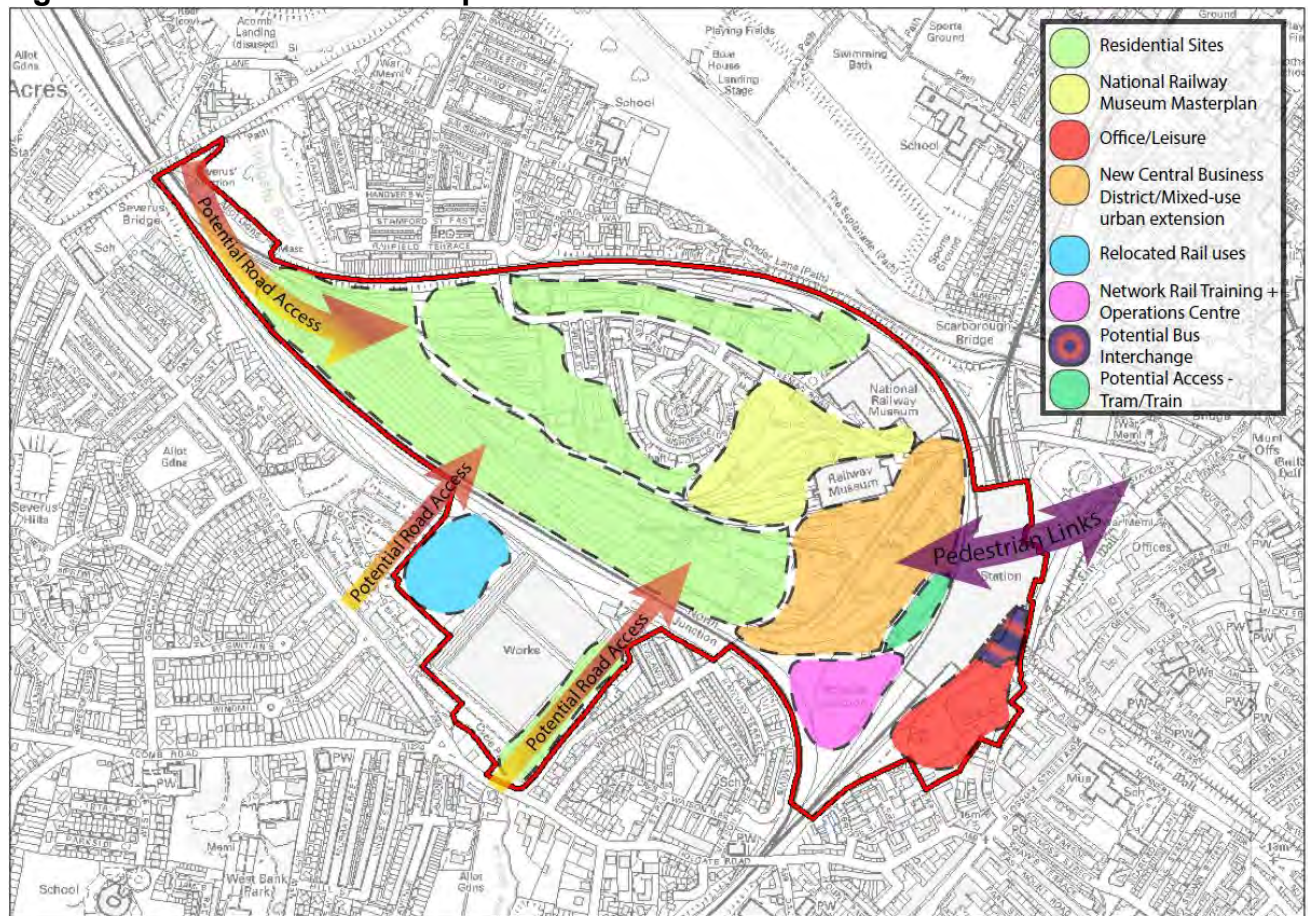
- i. create a new mixed-use urban quarter for York including a range of commercial, residential and leisure uses;
- ii. provide a new central business district with critical mass of high quality new offices;
- iii. enhance the cultural area around the National Railway Museum (including expansion of the museum) within high quality public realm and improving connectivity of the area to the rest of the city;
- iv. create a distinctive new place of outstanding quality and design which complements and enhances the existing historic urban fabric of the city, safeguards those elements which contribute to the distinctive historic character of the city, and assimilates into its setting and surrounding communities;
- v. maximise the benefits of sustainable economic growth;
- vi. create a sustainable new community with a range of housing types and tenures;
- vii. ensure provision of social infrastructure which meets the needs of the new community including sports, leisure, health, education and community facilities and open space;
- viii. maximise integration, connection and accessibility in and out of the site, including inter-modal connectivity improvements at York Railway Station;
- ix. ensure as many trips as possible are taken by sustainable travel modes and to promote and facilitate modal shift from the car;
- x. minimise the environmental impact of vehicular trips;

- xi. 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
- xii. ensure sustainability principles are embedded at all stages of the development.

**See also Policy SS4 and R3**

### **Explanation**

- 3.42 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.
- 3.43 An SPD or Development Brief will be produced with the involvement of stakeholders and the community which will establish a co-ordinated planning approach to ensure delivery of high quality sustainable development in a complementary manner. This 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.
- 3.44 The York Central site is allocated as an area of opportunity, because significant 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. Figure 3.4 overleaf indicates the broad location of uses in the area of change, and indicative access arrangements.

**Figure 3.4 York Central Concept Plan**

### Offices

- 3.45 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 also forms part of the green infrastructure framework, 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. This part of the site, between the city walls and the railway line, is a sensitive area. It is essential that the height of the new buildings in and around the station are of a scale which will not harm the character or appearance of the Central Historic Core Conservation Area or detract from the setting of either the listed

buildings in and around the site or those elements which contribute to the significance of the city walls.

### **Housing**

- 3.46 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.

### **National Railway Museum**

- 3.47 The area of opportunity 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 3.4) 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 (as well as appropriate ancillary supporting uses) 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**

- 3.48 The Council will prepare an SPD or Development Brief 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 a minimum of 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/Development Brief will outline a package of infrastructure requirements.

### **Delivery**

- Key Delivery Partners: City of York Council; York Central landowners, developers; and infrastructure delivery partners.
- Implementation: Planning applications; and developer contributions.

### **Policy SS10: Castle Piccadilly**

Castle Piccadilly (ST20) is allocated as an Area of Opportunity, as indicated on the Proposals Map. This area is promoted by the Council as a sustainable regeneration and enhancement opportunity.

High quality mixed use development with quality civic and open space will enhance the vitality and viability of the city centre, whilst ensuring the settings and views of the internationally important listed buildings within and adjoining the site, and of the River Foss, are protected and enhanced.

Proposals must demonstrate how the objective of preserving and enhancing the character and appearance of this historic area will be achieved.

The following mix of uses are acceptable in the Castle Piccadilly Area of Opportunity:

- retail;
- leisure;
- civic and open space;
- residential; and
- employment.

The principles of development at Castle Piccadilly are to:

- i. create an outstanding development that demonstrates the principles of sustainable development in all aspects including its design, construction and use;
- ii. ensure the setting of Clifford's Tower and the Castle precinct is enhanced and the important views of these historic buildings are maintained;
- iii. secure the enhancement of the public realm with high quality design, detailing and materials which respect the existing buildings within the Central Historic Conservation Area;
- iv. ensure development is of the highest architectural quality, which respects the scale and massing of development in the City Centre;
- v. promote a mixed use development of the highest quality which helps to enhance the vitality and viability of the city;
- vi. deliver sustainable housing within the area in accordance with local plan policy;
- vii. create a new open and civic space around the Eye of York and Clifford's Tower, which is of the highest quality of design, will enhance the historic character and

- appearance of the area, provide an appropriate setting for Clifford's Tower and assist in the public's understanding of the Castle Precinct;
- viii. provide mixed use development which creates interactive, permeable interesting frontages;
  - ix. encourage primary retail frontages at ground floor level;
  - x. improve the connectivity between the Castle area, Piccadilly and the rest of the City Centre;
  - xi. maximise the potential of the River Foss in terms of its contribution to the visual amenities of the area and public accessibility and as part of a wider river walkway through the centre;
  - xii. ensure the wildlife value of the River Foss is protected and enhanced with the provision of a wildlife corridor; and
  - xiii. provide development that is viable and helps to deliver wider planning objectives for the area e.g. the provision of quality civic and open space, links across the river, riverside paths and the relocation of the castle car park.

**See also Policy SS5, R1 and R2**

### **Explanation**

- 3.49 Castle Piccadilly is an area on the southern side of the city centre adjacent to Clifford's Tower and includes a section of the River Foss. It is recognised as being of strategic importance to the future of the City. It includes buildings of exceptional historical and architectural quality, of international importance. Regeneration could transform this part of the City by enhancing the unique setting of these buildings and securing their sustainable future. It is also an opportunity to add to the quantity and offer of retail and leisure within the centre of York and should contribute to the future vitality and viability of the City.
- 3.50 The Castle Piccadilly Planning Brief (2006) was approved following comprehensive consultation and discussion with stakeholders and members of the public. It sets out the main design and planning principles that the redevelopment of Castle Piccadilly should be based on. This document will be used as guidance in negotiating with prospective developers and in progressing any relevant planning applications. The intention is that it will be updated in order to embrace new good practices.
- 3.51 The area falls within the Central Historic Core Conservation Area and is within a designated Area of Archaeological Importance. As such the Castle Piccadilly Conservation Area Appraisal (2006) was also produced to accompany the planning brief. This appraisal forms the basis for understanding the special architectural and historical qualities of the proposed development area and its immediate surroundings.
- 3.52 The Castle Piccadilly area is identified as a character area in the more recent York Central Historic Core Conservation Area Appraisal (2011) which sets out issues and opportunities for the site. It emphasises that the Castle Piccadilly area is a highly significant part of the central historic core conservation area and one which offers significant opportunities for enhancement. Priorities for the area include:
- enhancing the setting of historic buildings and structures, including removal of the car park to facilitate the creation of a world-class civic space;
  - protecting and enhancing views of and from the Castle and Eye of York; and



- improving pedestrian links between the Castle and other parts of the Conservation Area along the Foss, across to Piccadilly and south to St George's Fields (outside the boundary of the Conservation Area).
- 3.53 The redevelopment of the area should be considered in the context of a masterplan, and with reference to the Development Brief. Early discussion and joint working with the Council is encouraged.
- 3.54 The mix of uses identified in Policy SS10 are considered to complement the vitality and viability of the city centre. In the consultation work carried out the importance of achieving a vibrant mix and balance of uses to economically regenerate the area was identified as an important principle for its redevelopment.

### **Delivery**

- Key Delivery Partners: City of York Council; Castle Piccadilly landowners; developers; and infrastructure delivery partners.
- Implementation: Planning applications; and developer contributions.



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 4: Economy and Retail

- 4.1 Oxford Economic Forecasting (OEF) produced a series of projections for York for the period 2013 to 2030 the trend based projection shows the workforce growing from 112,857 to 126,412 and GVA growth of 2.8% per annum. As a further test of their robustness this forecast has been compared with forecasts from Experian/REM and Cambridge Econometrics. All three forecasts show a similar scale of job growth, which is the key economic measure for the Local Plan as it can help to forecast the need for land and buildings to support the growth in the economy.
- 4.2 Because of the degree of uncertainty in economic forecasting the Plan takes a cautious approach and uses the trend based forecast to inform the land requirements in the Plan. However this does not mean that the Council is tempering its economic ambition for the city. It continues to believe that local interventions such as the 'Growth Deal' with Government will promote faster growth in key sectors and there is flexibility in the land supply identified in the Local Plan to address this scenario.
- 4.3 The economic policies identify the strategic locations that will accommodate different types of economic growth, protect the overall supply of employment sites and address specific aspects of economic growth including provision for the health sector, the impact of business activity in residential areas, tourism and rural business
- 4.4 Finally this part of the Plan deals with the specific planning issues raised by the growing and changing retail sector of the local economy, including the retail hierarchy and provision in different locations – the city centre, district centres and out of centre..

### Policy EC1: Provision of Employment Land

Provision for a range of employment development during the plan period will be made broadly as follows:

#### *Office (B1a):*

- ST5: York Central : (80,000sq.m /3.33ha)
- ST16/MU2: Terry's (6,000 sqm)
- ST18: Monks Cross North: (64,000sq.m/8ha)
- E1/MU1: Hungate (12,000sq.m/1.51ha)

#### *Research & Development (B1b/B1c)<sup>1</sup>*

- ST27: University of York Heslington East Campus and Expansion (24,000 sq.m /25ha)
- E15: Land at Hull Road (16,000sq.m /4ha)

#### *Light industrial, storage and distribution (B1b/B1c/B2/B8)*

- E17: Northminster Business Park ( 10,000sq.m /2.5ha)

<sup>1</sup> Linked to University

- ST25: Land South of Designer Outlet (23,520sq.m/ 9.8ha)
- ST26: South of Elvington Airfield Business Park (30,400sq.m/7.6ha)

#### *Leisure (D2):*

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

The City Centre will remain the focus for main town centre uses (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.

Further site allocations that will provide land to accommodate the remainder of the employment development in the Plan are set out below:

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

- E2: Land North of Monks Cross Drive (3,000sq.m/0.4ha)
- E4: Land at Layerthorpe and James Street Land at Layerthorpe (900sq.m/0.2ha)
- E5: Land at Layerthorpe and James Street Sites at James Street (900sq.m/0.2ha)
- E7: Wheldrake Industrial Estate (2,050sq.m/0.5ha)
- E8: Wheldrake Industrial Estate (1,800sq.m/0.45ha)
- E9: Elvington Industrial Estate (3,980sq.m/1ha)
- E10: Chessingham Park, Dunnington (950sq.m/0.24ha)
- E11: Annamine Nurseries, Jockey Lane (4,150sq.m/1ha)<sup>2</sup>
- E12: York Business Park Land at York Business Park (3,300sq.m/0.8ha)
- E16: Poppleton garden centre (11,200 sq.m/2.8ha)

**See also Policy SS1**

### **Explanation**

- 4.5 The Local Plan identifies land that is suitable to provide for the forecast growth in the York economy and protects this land from other uses. Specific policies are included in the Spatial Strategy section to guide the implementation of development on Sites ST5: York Central and ST18: Monks Cross North .

### **The Need/Demand for Land for Employment**

- 4.6 The overall forecast for growth in jobs that is set out in Section 3 of the Plan has been disaggregated into the different economic sectors and converted into floorspace requirements using widely recognised job density and plot ratio assumptions. These calculations include an allowance for existing commitments arising from unimplemented planning permissions and additional provision to provide flexibility in choice of premises and the loss of existing now outdated buildings.
- 4.7 The schedule of sites in the policy includes a description of the types of uses that different sites are expected to be able to accommodate. For example, the land identified at ST5: York Central and ST18: Monk Cross North will provide a sufficient

<sup>2</sup> Includes element of B1a if associated with existing use

supply and qualitative choice of B1a (Office) and ST21: York Designer Outlet will provide for leisure uses.

### **Site Selection**

- 4.8 The choice of site for employment has drawn on the outcome of the assessment of all sites put forward for development by interested land owners and tested through the Site Selection Methodology. This methodology has enabled the identification of sites in sustainable locations and has safeguarded the special character of the city and its surroundings.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and landowners
- Implementation: Planning applications

## **Policy EC2: Economic Growth in the Health and Social Care Sectors**

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

- any necessary expansion of healthcare facilities on their existing sites;
- new health centres and clinics to be provided if required in conjunction with Strategic Sites;
- 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.

**See also Policy CF4**

### **Explanation**

- 4.9 It is essential that the planning process supports the provision of good local healthcare and social care facilities of the right type and in the right locations. The demonstration of need for new treatment / diagnostic centres and new care homes must be made available to the Council and show that the site proposed is the only suitable site available.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners; infrastructure delivery partners; and businesses
- Implementation: Planning applications; and developer contributions.

### **Policy EC3: Loss of Employment Land**

When considering proposals 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, the council will expect developers to provide a statement to the satisfaction of the Council demonstrating that:

- i. the existing land and or buildings are demonstrably not viable in terms of market attractiveness, business operations, condition and/or compatibility with adjacent uses; and
- ii. the proposal would not lead to the loss of a deliverable employment site that that is necessary to meet employment needs during the plan period.

**See also Policy SS1**

#### **Explanation**

- 4.10 When considering the loss of employment land and/or buildings the Council will expect the applicant to provide evidence of effective marketing the site/premises for employment uses for a reasonable period of time. Where an applicant is seeking to prove a site is no longer appropriate for employment use because of business operations, and/or condition, the council will expect the applicant to provide an objective assessment of the shortcomings of the land/premises that demonstrates why it is no longer appropriate for employment use. This includes employment generating uses outside the B use classes. Where there have been changes to adjacent uses e.g. new housing development, which are creating an incompatibility with employment uses the Council will expect a clearly argued assessment of what changes have taken place and when, and why this has led to an incompatibility between uses.
- 4.11 Policy SS1 sets out the need for employment land. Any proposal which would lead to the loss of a site allocated through either of these policies will be resisted unless there is compelling evidence to demonstrate that the site is no longer needed, for example, because of significant changes in the economic circumstances in the district. It is particularly important that Grade 1 offices in the city centre, York Central (ST5) and other high access locations are protected where there remains a proven need.

#### **Delivery**

- Key Delivery Partners: City of York Council; developers; and landowners.
- Implementation: Planning applications.

### **Policy EC4: 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:

- harmful uses within the site to be relocated further away from residential areas or removed altogether;
- the appearance of existing buildings to be improved;
- boundary screening to be provided or improved; and
- site layout, parking and access to be altered.

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

**See also Policy ENV2, D2,**

### **Explanation**

- 4.12 Policy EC4 aims to ensure that where extensions to or new business and industrial premises are proposed in residential areas, the amenity of those residential areas is protected. Harmful uses are those which could subject residents to significant adverse environmental impacts without effective mitigation measures, such as noise, vibration, odour, fume/emissions, dust or light pollution. Policy EC4 should be applied in conjunction with Policy ENV2 'Managing Environmental Quality'.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners; and businesses
- Implementation: Planning applications; and developer contributions.

## **Policy EC5: Tourism**

Tourism in York will contribute to a diverse economy. This will be achieved by supporting proposals that relate to the following:

- the improvement of visitor facilities and accommodation, particularly the development of quality 4\* and 5 \* hotels to encourage overnight and overseas business/ leisure visitors;
- new and improved business, conferencing and events facilities particularly in the city centre;
- the provision of quality visitor attractions throughout the year especially ones with a national/international profile, in locations which are easily accessible by a variety of transport modes and complement York's existing cultural heritage;
- the retention and growth of existing visitor attractions; and
- the establishment of a more diverse evening economy.

### **Explanation**

- 4.13 The aim of York's Tourism Strategy (Interim Document 2014) is a doubling of the value of tourism to the economy, which means a £1billion industry creating an additional 2,000 jobs. The strategy suggests that this will be achieved through: encouraging more business visitors for conferences and meetings, extending the length of stay for both leisure and business customers; increasing the spend of domestic day and staying visitors, increasing overseas leisure and business visitors and tackling seasonality.

- 4.14 In this policy, tourism, leisure and cultural developments should be directed towards the city centre. Where suitable sites are not available in the city centre, sites in edge-of-centre locations will be considered and, if no suitable sites are available in any of the preferred locations, out-of-centre sites will be considered. Where edge-of-centre or out-of-centre sites are considered, preference will be given within each category to accessible sites that are well connected to the city centre.
- 4.15 Hotels are defined as a town centre use and they play an important role in supporting the economic well being and vibrancy of York's city centre. Appropriately located accommodation is important. Further, the city centre is a sustainable location which is accessible by a range of transport modes. This policy seeks to support the role of the city centre as the primary location for hotels.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners; and businesses
- Implementation: Planning applications; and developer contributions.

### **Policy EC6: Rural Economy**

York's rural economy will be sustained and diversified through:

- The allocation through policy EC1 of suitable sites for employment uses in villages.
- Supporting appropriate farm and rural diversification activity including office and leisure development (Use Classes B and D).
- Permitting camping and caravan sites for holiday and recreational use where proposals can be satisfactorily integrated into the landscape without detriment to its character, are in a location accessible to local facilities, and would not generate significant volumes of traffic.
- Attaching a seasonal occupancy condition to permissions for visitor accommodation where it is not suitable for year-round occupation by nature of its location, design or proximity to a habitat that needs extra protection at certain times of the year.

### **Explanation**

- 4.16 The land-based sector, and in particular agriculture, has undergone considerable restructuring over the post war period, and is set to continue to restructure as a consequence of both local and global changes. These changes are happening at a rapid rate, can be difficult to predict and are likely to exert a combination of positive and negative pressures on the Authorities rural economy. Policy E6 is intended to support and be flexible to the needs of those who rely on the land-based economy. It also supports new opportunities that may arise from future changes.
- 4.17 The Plan has identified a number of employment sites in villages which are allocated through policy EC1. These will help to maintain an employment base in villages which can help support the provision of other services in the village



- 4.18 The reuse of farm buildings for business and leisure activities including small scale manufacturing or office uses can bring additional jobs to the rural economy and provide accommodation for businesses that do not need an urban location.
- 4.19 With a combination of its attractive countryside and major visitor attractions in and around York, the rural area will continue to see pressure for tourist related uses. Camping and caravan sites can provide useful low cost accommodation, however they can seriously harm the landscape if they are insensitively located or become too large. All proposals will be expected to be unobtrusive within the landscape and be in keeping with the character of the rural area. The scale of the proposals will be an important factor as often small sites are assimilated into the landscape more easily than larger sites.
- 4.20 The provision of a range of tourist accommodation across the authority area is supported. There is a growing interest in the provision of self-catering chalet holiday home parks that are available throughout the year. The Council will support, in principle, the provision of this form of accommodation but will restrict the occupancy of these units to ensure that they cannot be used as residential accommodation. In some instances proposals will come forward in locations where residential development would not be supported under this Plan. Self-catering holiday chalets are supported by this Plan on the basis that they will support the tourism industry in York. For this reason, occupancy conditions will be imposed to ensure such accommodation is not used as a sole or main place of residence and to ensure the accommodation is only available for holiday lettings.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners; and businesses
- Implementation: Planning applications; and developer contributions.

### **Policy R1: Retail Hierarchy and Sequential Approach**

The vitality and viability of the City Centre, district, local and neighbourhood 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, as identified on the proposals map:

- York City Centre;
- District Centres;
- Local Centres; and
- Neighbourhood Centres

In order to safeguard and enhance the established retail hierarchy any proposals for additional retail provision outside these defined centres will be subject to the requirements set out in Policy R4.

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

Proposals for main town centre uses outside a defined centre must be subject to an impact assessment where the floorspace of the proposed development exceeds the following thresholds:

- Outside York City Centre: greater than 1,500 sqm gross floorspace.
- Outside a District Centre: greater than 500 sqm gross floorspace.
- Outside a Local Centre: greater than 200 sqm gross floorspace.
- Outside a Neighbourhood Centre: 200 sqm gross floorspace

Advice should be sought from the Council in relation to which defined centre/s the impact is likely to be on, which will be linked to the nature of the proposal and proximity to defined centre/s. Applicants should seek to agree the scope of the impact assessment which should be appropriate to the scale and nature of the proposed development and to identify any specific local issues.

An impact assessment may be required below these thresholds where a proposal would have an independent or cumulative impact on the vitality and viability including local consumer choice and trade on a defined centre nor have a significant impact on existing, committed and planned public and private investment in defined centres.

**See also Policy R2, R3 and R4**

### **Explanation**

- 4.21 A centre's status within the retail hierarchy is 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.
- 4.22 It is important that the City of York has a hierarchy of centres that are able to adequately service the day to day retail and community needs of the local population in as close a proximity to their homes as possible. This will help to promote sustainable shopping patterns as people should not have to travel far to meet their day to day needs, thereby reducing congestion in larger centres. This sequential approach will help to ensure that lively, thriving places to visit and live are created which provide for both the retail needs of the local population, as well as community facilities such as doctors surgeries and libraries. The creation of a network of centres to serve local needs is particularly important for less mobile and more vulnerable members of the community. It is therefore necessary for York City Centre to be supported by a network of district centres, local centres and neighbourhood centres.
- 4.23 In order to determine the classification of each centre, an understanding of the distinct roles of district, local and neighbourhood parades is required. The existing centres in the City of York have been reviewed to identify the most appropriate role for those centres in a consolidated hierarchy of district and local centres and neighbourhood centres which is set out in the Retail Study Update (2014). A centre's status within the retail hierarchy is 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.

- 4.24 In accordance with best practice, to protect the vitality and viability of the centres identified in the retail hierarchy it is appropriate to identify thresholds for proposals for main town centres uses in edge of centre and out-of-centre development which should be subject to an impact assessment. For development of main town centres uses outside of the defined centres in the retail hierarchy thresholds have been set whereby an impact assessment will be required to assess any impacts on nearby centres from new proposals. A tiered approach whereby the threshold applied to proposals not in an identified centre varies in relation to the role and function of the particular centre is set out in Policy R1. For a centre the size of York city centre, performing the regional and tourist role that it does, development providing greater than 1,500 sq.m gross of floorspace for main town centre uses not in an identified centre will be subject of an impact assessment. Thresholds for development around the district centres are set at 500 sq.m gross, for local and neighbourhood centre development proposals that are greater than 200 sq.m. There may also be specific circumstances where the Council request an impact assessment below these thresholds.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners and retailers
- Implementation: Planning applications.

### **Policy R2: District, Local and Neighbourhood Centres**

For development proposals for main town centre uses within any of the District, Local and Neighbourhood Centres defined in Policy R1 (as identified on the proposals map) the Local Planning Authority will have regard to enhancing the function, vitality and viability of the centres. Development proposals for main town centre uses 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 for main town centre uses outside defined centres that would result in significant adverse impact on the continued or future function, vitality and viability of a centre will be refused.

**See also Policy R1, R3 and R4**

## **Explanation**

- 4.25 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.
- 4.26 District, local and neighbourhood centres 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. 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.
- 4.27 Local convenience and retail provision will be required to support the provision for local day to day shopping needs through the development of new centres within some of the strategic allocations: The Retail Study Update (2014) has identified that the following strategic sites can support new retail provision as follows:
- The level of proposed housing identified on sites ST1: British Sugar/Manor School and ST2: Former Civil Service Sports Ground, Millfield Lane means that a new local centre could be located in this location to serve future residents post 2023. It is recommended that any centre should be well positioned along Boroughbridge Road to enhance the local centres visual prominence on this arterial road to expose the centre not only to the new local community but also to help service existing residents.
  - For ST23: Land to West of Metcalfe Lane and ST7: Land to the East of Metcalfe Lane, it is estimated that together both sites could support a local centre over the plan period, a foodstore of between 700 sq.m (net) and 1,100 sq.m (net) could anchor such a local centre to support the new local population.
  - The level of new population at ST14: Clifton Gate could accommodate between 1,500 sq.m (net) and 2,500 sq.m (net) of new convenience goods floorspace (depending on end operator). This level of floorspace could form part of a district centre that would seek to meet the daily needs of the residents but should also provide other civic, community and retail service facilities compatible to support the new community. Any local centre should be phased towards the later part of the plan period between 2023 and 2028 and once the majority of the residential has been built. Any first phases of residential development could be supported in the short term by existing facilities at Clifton Moor adjacent the site.
  - ST15: Whinthorpe could support a district centre that could accommodate a supermarket (convenience goods floorspace) of between 2,000 sq.m (net) and 2,700 sq.m (net) (depending on end operator) which could be supported by other retail service and leisure service facilities as well as civic and community facilities consummate to the scale of the new community.
  - ST5: York Central could support a retail hub for the provision of local scale retail in order to support the wider City Centre and as part of this large strategic mixed use site.

- 4.28 Proposals for the above retail development will be subject to detailed impact assessment in accordance with Policy R1. The scale of any retail development should also be considered through a master planned approach.

### **District Centres**

#### *Acomb*

- 4.29 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 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.
- 4.30 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*

- 4.31 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 Update (2014) confirms 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**

- 4.32 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 Centres**

- 4.33 Within the Local Authority area there are a number of neighbourhood centres comprising small parades of shops that have more than a neighbourhood

significance. As such these centres have been included within the retail hierarchy and are therefore afforded protection. 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.

## **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners and retailers
- Implementation: Planning applications.

## **Policy R3: York City Centre Retail**

The vitality and viability of the City Centre is supported and enhanced, with the Primary Shopping Area (PSA) as shown on the proposals map and allocated sites providing the primary focus for any new retail floorspace. The Primary Shopping Area is defined as the area where retail development is concentrated and covers all primary shopping frontages and those secondary shopping frontages that are contiguous and closely related to the primary shopping frontage. New floorspace and support for existing retailers will be achieved through:

- the allocation of Castle Piccadilly as an Area of Opportunity, promoted for high quality mixed use development, including main town centre uses to support and enhance the offer within the PSA;
- supporting additional retail provision on secondary frontages in Hungate and the Stonebow Area;
- the reuse, reconfiguration 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;
- supporting Newgate Market and occasional / festival markets in York;
- managing the provision of parking and public transport within the city to ensure that it supports the vitality of the centre; and
- 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.

In the PSA, proposals for new retail floorspace (use class A1) will be supported. Proposals for other main town centre uses (including food, drink and entertainment uses as part of a vibrant evening economy) will be supported where they:

- are complementary to the PSA's retail function and contribute to the vitality and viability of the city centre;
- have active frontages to reflect the character of the PSA;

- would not have a detrimental impact on the overall character and amenity of the PSA in accordance with other relevant policies in the plan.

#### Primary Shopping Frontages

The concentration of A1 uses in the Primary Shopping Frontages, as defined on the proposal map, will be safeguarded and enhanced. Proposals that would involve the loss, by change of use or redevelopment, of ground floorspace class A1 shops will generally be resisted. However, proposals for other uses may be permitted if it can be demonstrated that:

- i. the proposal has an active frontage and contributes to the vitality and viability of the primary shopping frontage; the proposed uses will provide a service direct to members of the public and can demonstrate a comparable footfall generation to an A1 use;
- ii. the proposal will have an attractive shop front which contributes positively to the appearance of the street;
- iii. the proposal would not result in non-retail uses being grouped together in such a way that would undermine the retail role of the street;
- iv. a minimum of 70% A1 uses will be required unless it can be demonstrated that it would be beneficial to the vitality and viability of the Primary Shopping Frontage;
- v. the proposal does not prevent upper floors from being effectively used, including the possibility of independent use; and
- vi. there are not a large proportion of vacant ground floor premises in the immediate street.

#### Secondary Shopping Frontages

In secondary frontage areas, changes to non-retail use at ground floor level will be considered favourably where it can be demonstrated that the proposal:

- a. would not result in an over-concentration of non-retail uses where the cumulative impact would lead to a negative impact on the shopping character and function of the secondary shopping frontage;
- b. would not result in an over concentration of similar non-retail uses that would lead to amenity problems;
- c. will have active and attractive shop frontages which contributes to the appearance of the street;
- d. would not result in the creation of dead frontage not in use during the normal trading day;
- e. the proposal is compatible with adjoining land uses; and
- f. does not prevent upper floors from being effectively used, including the possibility of independent use.

#### York Central

The provision of local scale retail will be supported at York Central in accordance with Policy SS9 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.

**See also Policy SS4, SS9 and R1**

## **Explanation**

- 4.34 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.

The market share of the City Centre has been gradually declining since 2000 and further out of centre developments and developments in neighbouring regional centre 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.

## **Primary and Shopping Frontages**

- 4.35 Primary shopping frontages are defined on the proposal map and reflect the current concentration of retail activity in York City Centre around Parliament Street, Davygate, Coney Street, High Ousegate and Market Street.
- 4.36 Beyond the primary shopping frontages, the proposals map identifies the Secondary Shopping Frontages, including streets such as Lendal Street, Blake Street, Stonegate Low Petergate, Swinegate and Grape Lane. These areas are well connected to the primary shopping areas and whilst also having a predominantly retail character, they contain other complementary uses such as retail service, leisure service, financial services and community uses which add to the wider diversity.
- 4.37 A changing town centre environment is recognised, where non A1 uses contribute to a much greater role in competitive town centre where shopping activity is becoming more of a leisure activity where A3 and A4 uses operate alongside and complement traditional shopping facilities. However it still remains important to manage the proportion of non A1 uses in the primary and secondary frontage to ensure that other uses support and do not dominant the primary retail function of the area to ensure the future vitality and viability remains. This is further required given the increased competition from out-of-centre retail facilities to ensure the integrity of the retail of the city centre is not diminished.

## **York Central**

- 4.38 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**

- 4.39 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.

## **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners and retailers
- Implementation: Planning applications.

## **Policy R4: Out of Centre Retailing**

Proposals for out of centre retailing will only be permitted where it:

- cannot be accommodated in a sequentially preferable location in accordance with Policy R1;
- will not result in a significant adverse impact on existing, committed and planned public and private investment in York city centre, and other relevant defined centres in the catchment area of the proposed development;
- will not result in an individual or cumulative (significantly adverse) impact on the vitality and viability of any defined centre including local consumer choice and trade in the centre and wider area up to five years from the time the application is made; and
- is in accordance with other policies within the Local Plan, and national guidance, as appropriate.

Restrictions on floorspace or goods sold will be secured by condition to prevent out of centre proposals having a negative impact on the vitality and viability of the city centre.

**See also Policy R1, R2, and R3**

## **Explanation**

4.40 The City contains several out of centre retailing destinations as well as other free standing retail warehouses which are generally located on the periphery of the city but within the outer ring road. Further expansion in out of centre locations has the potential to undermine the viability, occupier interest and investment in the city centre and will only be permitted in accordance with the criteria set out in Policy R4. 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 and Policy R1.

4.41 To prevent out of centre proposals having a negative impact on the vitality and viability of the city centre restrictions on floorspace or goods sold will be secured by condition. Bulky goods can include the following:

- DIY goods.
- Furniture and floor coverings.
- Major household appliances whether electrical or not.

- Audio-visual equipment.
- Bicycles.

4.42 Some of York's out of centre retail destinations provide a wider role within the catchment. These are Monks Cross, the York Designer Outlet and Clifton Moor. 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. Proposals for development within these out of centre retailing destinations that consolidate the existing function of these retail destinations as specialist locations for the sale of bulky comparison goods or other restricted comparison goods will generally be supported provided the requirements for out of centre retail proposals detailed in Policy R4 are met.

#### **Monks Cross**

4.43 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 are 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. This expansion of the retail offer is open and trading and 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. Careful evaluation of the impact of this development is required and no further out-of-centre floorspace is being allocated at this stage with out of centre development instead being dealt with through Policy R4.

#### **Clifton Moor**

4.44 Clifton Moor Retail Park is an established cluster of retail warehousing 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. Clifton Moor is one of the largest retail parks in the country.

#### **York Designer Outlet**

4.45 The Designer Outlet, situated to the south of the City on the A64 / A19 interchange provides a covered shopping centre within a landscaped setting with over 100 units offering a range of discounted designer and high street stores. It provides a modern, purpose built shopping experience with outlets for a range of national names as well as up-market fashion outlets.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners and retailers
- Implementation: Planning applications.



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 5: Housing

- 5.1 The spatial portrait and vision sections of the Plan outline the housing challenge facing York, particularly in relation to affordable housing. This section sets out the policies and allocations to address those challenges to positively meet the housing development needs of the city.
- 5.2 It is important that the Local Plan delivers not only sufficient housing but also the right type and mix of housing to meet the city's needs, this means ensuring sufficient housing is provided to meet the needs of those requiring affordable housing, specialist housing, homes for young people, Gypsies, Roma, Travellers and Travelling Showpeople, student housing and Houses of Multiple Occupancy (HMO). It should be recognised that households can have a complex set of needs and abilities. It is preferential to keep people living where they need to be as far as possible; should that be in their own purchased home, rental property or a form of specialist accommodation, whatever their age or disability. As such it is important that the mix and type of housing that is delivered in the plan period provides sufficient choice to meet the broad range of housing needs in the city.

### Policy H1: Housing Allocations

In order to meet the housing requirement set out in Policy SS1 the following sites, as shown on the proposals map and set out in the schedule below, have a current permission for residential development or are proposed for residential development:

Planning applications for housing submitted on these allocations, and in accordance with the phasing indicated, will be permitted if the proposed scheme is in accordance with other relevant policies in this Plan. An application on an allocated site 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.

Where developers are seeking revisions to existing planning permissions and associated conditions and S106 agreements, changes in market conditions will be taken into account

This policy applies to all the sites listed in the schedule overleaf:

**Table 5.1: Housing Allocations**

<b>Allocation Reference</b>	<b>Site Name</b>	<b>Site Size (ha)</b>	<b>Estimated Yield (Dwellings)</b>	<b>Estimated Phasing</b>
H1	Former Gas Works, 24 Heworth Green	3.54	283	Short to Medium Term (Years 1 - 10)
H2a	Land at Racecourse Tadcaster Road	2.44	98	Medium Term (Years 6- 10)
H2b	Land at Cherry Lane	0.44	18	Short Term (Years 1 - 5)
H3	Burnholme School	2.70	25	Short Term (Years 1 - 5)
H4	St Josephs Monastery	2.56	157	Short to Medium Term (Years 1 - 10)
H5	Lowfield School	2.24	72	Short Term (Years 1 - 5)
H6	Land R/O The Square Tadcaster Road	1.53	49	Short to Medium Term (Years 1 - 10)
H7	Bootham Crescent	1.72	73	Short Term (Years 1 - 5)
H8	Askham Bar Park & Ride	1.57	50	Short Term (Years 1 - 5)
H9	Land off Askham Lane	1.30	42	Short to Medium Term (Years 1 - 10)
H10	The Barbican	0.78	187	Short Term (Years 1 - 5)
H11	Land at Frederick House Fulford Road	0.78	33	Short to Medium Term (Years 1 - 10)
H12	Land R/O Stockton Lane/Greenfield Park Drive (33)	0.77	33	Short Term (Years 1 - 5)
H13	Our Ladys Primary School	1.30	55	Short Term (Years 1 - 5)
H14	Former Citroen Garage 32 Lawrence Street	0.55	220	Short Term (Years 1 - 5)
H15	Former Civic Amenity Site Beckfield Lane	0.48	27	Short Term (Years 1 - 5)
H16	Sessions of York Huntington Road	1.76	57*	Short Term (Years 1 - 5)
H17	Burnholme Social Club	0.80	37	Short Term (Years 1 - 5)
H18	Land off Woodland Chase Clifton Moor	0.39	13	Short Term (Years 1 - 5)

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
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 Term (Years 1 - 5)
H23	Grove House EPH	0.25	11	Short Term (Years 1 - 5)
H25	Heworth Green North	0.22	20	Short to Medium Term (Years 1 - 10)
H26	Land at Dauby Lane Elvington	4.05	114	Short to Medium Term (Years 1 - 10)
H27	Land at The Brecks Strensall (N.B. site called in)	4.00	102	Short Term (Years 1 - 5)
H28	Land to the North of North Lane Wheldrake	3.15	88	Short to Medium Term (Years 1 - 10)
H29	Land at Moor Lane Copmanthorpe	2.65	74	Short Term (Years 1 - 5)
H30	Land to the South of Strensall Village	2.53	71	Short Term (Years 1 - 5)
H31	Eastfield Lane Dunnington	2.51	70	Short Term (Years 1 - 5)
H32	The Tannery Sheriff Hutton Road Strensall	2.22	47*	Short Term (Years 1 - 5)
H33	Water Tower Land Dunnington	1.66	46	Short Term (Years 1 - 5)
H34	Land North of Church Lane Skelton	1.74	49	Short Term (Years 1 - 5)
H35	Land at Intake Lane Dunnington	1.59	44	Short Term (Years 1 - 5)
H37	Land at Greystone Court Haxby	3.47	34	Short Term (Years 1 - 5)
H38	Land RO Rufforth Primary School Rufforth	0.99	28	Short Term (Years 1 - 5)

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
H39	North of Church Lane Elvington	0.92	29	Short Term (Years 1 - 5)
H40	West Fields Copmanthorpe	0.82	26	Long Term (Years 11 - 16)
H43	Manor Farm Yard, Copmanthorpe	0.25	8	Medium Term (Years 6- 10)
H46	Land to North of Willow Bank and East of Haxby Road, New Earswick	4.16	118	Short Term (Years 1 - 5)
H47	Sites at Connaught Court	1.11	37	Short Term (Years 1 - 5)
H48	Haxby Hall EPH	0.42	15	Short Term (Years 1 - 5)
H49	Station Yard Wheldrake	3.89	108	Short to Medium Term (Years 1 - 10)
H50	Land at Malton Road	2.92	70	Short Term (Years 1 - 5)
H51	Morrell House EPH	0.23	10	Short Term (Years 1 - 5)
ST1	British Sugar/Manor School	40.70	1140	Lifetime of the Plan (Years 1 - 16)
ST2	Former Civil Service Sports Ground Millfield Lane	10.43	289	Short to Medium Term (Years 1 - 10)
ST3	The Grain Stores Water Lane	7.80	197	Short Term (Years 1 - 5)
ST4	Land adj. Hull Road & Grimston Bar	7.54	230	Short to Medium Term (Years 1 - 10)
ST5	York Central	10.55	410	Medium to Long Term (Years 6 - 16)
ST7	Land East of Metcalfe Lane	113.28	1800**	Lifetime of the Plan (Years 1 - 16)
ST8	Land North of Monks Cross	52.28	1400**	Lifetime of the Plan (Years 1 - 16)
ST9	Land North of Haxby	33.48	747	Lifetime of the Plan (Years 1 - 16)

Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
ST11	Land at New Lane Huntington	13.76	400	Short to Medium Term (Years 1 - 10)
ST12	Land at Manor Heath Road Copmanthorpe	20.08	421	Lifetime of the Plan (Years 1 - 16)
ST13	Land at Moor Lane Copmanthorpe	5.61	125	Short Term (Years 1 - 5)
ST14	Land to North of Clifton Moor	157.09	2800**	Lifetime of the Plan (Years 1 - 16)
ST15	Whinthorpe New Settlement	392.58	4680**	Lifetime of the Plan (Years 1 - 16)
ST16	Terrys	10.23	395	Lifetime of the Plan (Years 1 - 16)
ST16	Terry's overage (assumed)  NB: The element of the Terry's site located to the east of Bishopthorpe Road is allocated for ancillary uses only (incl. health & community uses)	10.23	175	Short to Medium Term (Years 1 - 10)
ST17	Nestle South	7.16	315	Short to Medium Term (Years 1 - 10)
ST17	Nestle South		130	Short to Medium Term (Years 1 - 10)
ST22	Germany Beck Site East of Fordlands Road	34.59	655	Short to Medium Term (Years 1 - 10)
ST23	(Phase 2) Land to West of Metcalfe Lane Osbaldwick	21.91	117*	Short Term (Years 1 - 5)
ST23	(Phase 3 & 4) Land to West of Metcalfe Lane Osbaldwick		342*	Short to Medium Term (Years 1 - 10)
ST24	York College of Further & Higher Education Tadcaster Rd	10.32	10*	Short Term (Years 1 - 5)



Allocation Reference	Site Name	Site Size (ha)	Estimated Yield (Dwellings)	Estimated Phasing
ST28	Land Adj to & R/O Windy Ridge & Brecks Lane Huntington	5.09	87	Short Term (Years 1 - 5)
ST29	Land at Boroughbridge Road	5.75	135	Short to Medium Term (Years 1 - 10)
ST30	Land to the North of Stockton Lane	5.92	165	Short to Medium Term (Years 1 - 10)

\* This is the total of remaining dwellings to be built following completions in previous years

\*\* Includes dwellings to be built beyond the plan period

## Explanation

### Sites with Existing Permissions

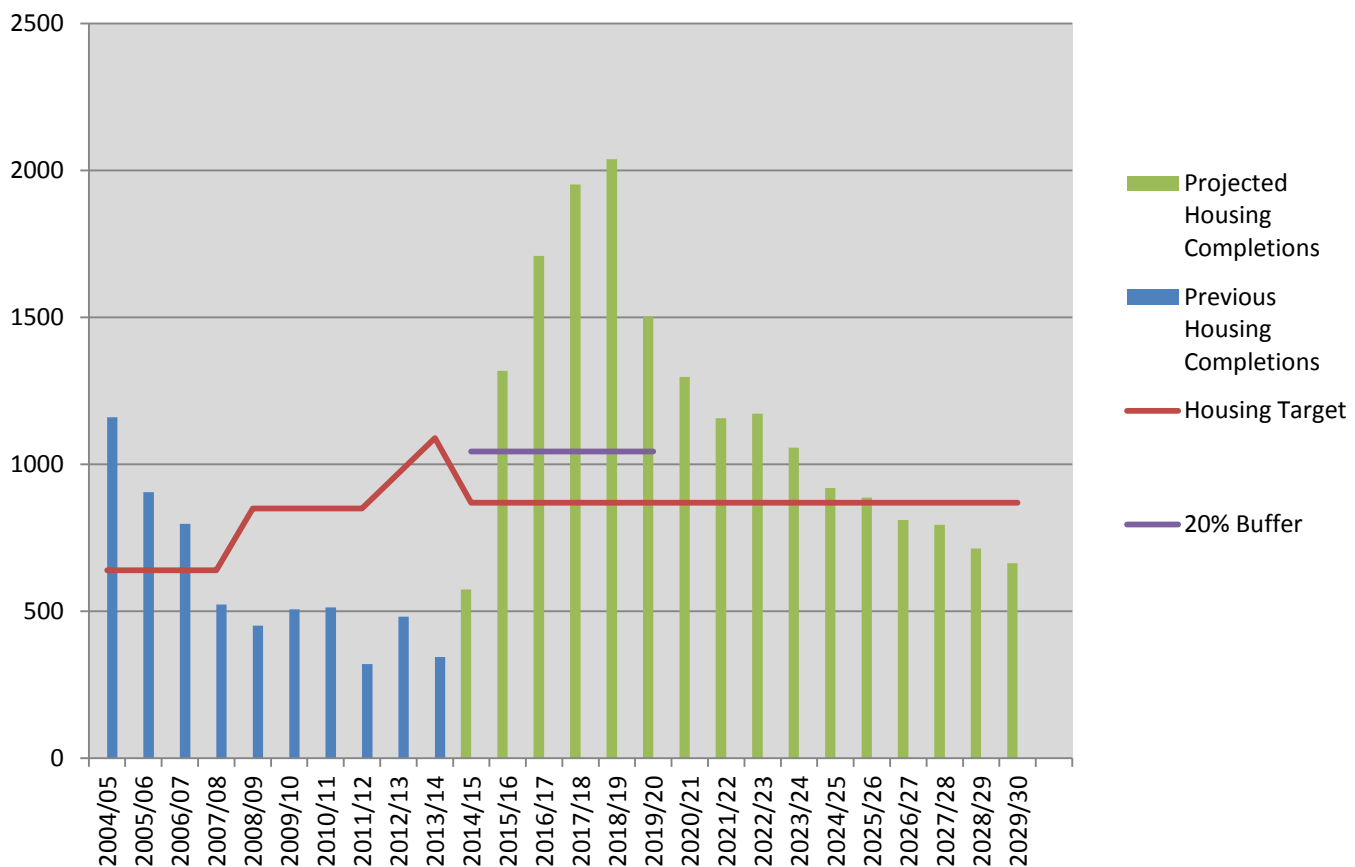
- 5.3 Planning permission will be renewed for housing on these sites providing that the proposal accords with the relevant policies in this Plan and there have been no material changes to justify refusal of the permission. When the renewal of a planning permission is sought the proposal will be tested against the relevant policies in the Plan and changes to the previously permitted scheme may be required to ensure the proposed development properly addresses the now extant policies in the Plan.
- 5.4 Housing market conditions will change over time and proposals with consent may no longer be appropriate for the prevailing market conditions. In considering a revised proposal for the development of a housing site proper account will be taken of the impact of changes in market conditions. Where development viability is at risk developers will be expected to present robust evidence of the risks and how they can be mitigated.

### The Identification of Additional Sites to Meet the Requirement

- 5.5 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 3. Figure 5.1 and Table 5.2 overleaf places the sites in the development trajectory for the plan period. The Strategic Housing Sites, which make up over 75.4% of the overall supply have been subject to detailed testing of their deliverability and the timing and rate of development for each of these sites has been agreed with the site promoters. On sites which are existing commitments the Council has agreed with the site promoter the timing of the implementation of the permission and subsequent development rates. The overall land supply calculation does not include an allowance for windfall sites. The Plan takes a cautious approach on this matter and does not rely on these sites to ensure land supply is adequate to meet objectively assessed need. Rather it makes use of this component of supply to provide additional flexibility. Because the Plan allocates sites for the whole plan period it does not include a specific target for the proportion of previously developed sites to be delivered in the Plan period however where viable and deliverable these

sites have been phased early in the Plan period. This trajectory shows that there is an adequate supply of land to meet objectively assessed need throughout the plan period. 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 planning 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.

**Figure 5.1: Housing Trajectory**



**Table 5.2: Housing Trajectory**

	Year of Plan															
	1 2014/15	2 2015/16	3 2016/17	4 2017/18	5 2018/19	6 2019/20	7 2020/21	8 2021/22	9 2022/23	10 2023/24	11 2024/25	12 2025/26	13 2026/27	14 2027/28	15 2028/29	16 2029/30
Projected Housing Completions	574	1318	1709	1952	2038	1503	1298	1157	1172	1057	920	887	811	794	714	664
Target	870	870	870	870	870	870	870	870	870	870	870	870	870	870	870	870
20% Buffer (Spread over first 6 years of Plan)	174	174	174	174	174	174	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Inherited Shortfall Annualised Over Plan	126	126	126	126	126	126	126	126	126	126	126	126	126	126	126	126
Total Annual Target (Inclusive of Shortfall and Buffer)	1170	1170	1170	1170	1170	1170	996	996	996	996	996	996	996	996	996	996
Cumulative Completions	574	1892	3601	5553	7591	9094	10392	11549	12721	13778	14698	15585	16396	17190	17904	18568
Cumulative Target	1170	2340	3510	4679	5849	7019	8015	9011	10007	11002	11998	12994	13990	14986	15981	16977
Over/Under Supply of Housing	-596	-448	91	874	1742	2075	2377	2538	2715	2776	2700	2591	2406	2204	1923	1591

- 5.6 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 SS1, 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 SS1 of 996 additional dwellings per year to 2030. The council accepts that there has been persistent under delivery of housing as defined in the NPPF and consequently has included enough land in the early years of the trajectory to ensure there is a 20% buffer in the 5 year supply. Progress on meeting delivery targets will be assessed through the annual monitoring report and the 20% buffer will be rolled forward within the 5 year supply until such time as the under delivery has been satisfactorily addressed. This does not mean that overall more land has been allocated in the Plan, what it does mean is that the development trajectory (see Figure 5.1) ensures that in the early years of the plan additional land is available to address previous under delivery.
- 5.7 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 response to the call for sites along with previous proposals from the 2008 call for sites the SHLAA 2011, the employment land review, and proposals put forward in response to the earlier consultations on this Local Plan generated over 800 sites all of which were tested through the site selection methodology which we consulted on as part of the preferred options Local Plan consultation.
- 5.8 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 (2013). 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.

### **Site Yield and Delivery**

- 5.9 The yield for each of the Strategic Sites has been established through working with site promoters to produce an individual assessment of the yield for each site. In the case of the smaller sites 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 small site of 0.2ha to 0.5ha to 70% of larger sites. These net to gross ratios have been determined as part of the City of York Local Plan Area Wide Viability Study (2014) (LPVS). 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 H2 of this Plan.

- 5.10 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. In all cases there have been discussions with the land owner about their current plans, for Strategic Sites these discussions have led to quite detailed delivery plans. 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 in the discussions referred to above, the requirement to develop the most sustainable sites within a settlement first and viability.
- 5.11 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. For example where the construction of essential infrastructure is linked to the delivery of a package of sites, these sites will need to be brought forward in an orderly fashion to ensure the infrastructure is in place to mitigate the impacts of development.
- 5.12 For this Publication stage an area-wide Local Plan Viability Assessment has been undertaken by Peter Brett Associates along with specific tailored work for each of the Strategic Sites. The objective of the LPVS has been to assess the viability of development across each of the key property market sectors in order to demonstrate whether the amount and distribution of development in this Plan can be viably delivered.

#### **Land Supply across the York Housing Market Area**

- 5.13 National policy requires that the Council works with neighbouring authorities to ensure that there is an adequate supply of land for housing across the York housing market area. To do this the Council has worked with adjoining authorities to determine the land supply position for that part of the York housing market area that is within these authorities Development Plans. The outcome of this work is that the Council is satisfied that it does not need to make additional land available to address any shortfall elsewhere in the York Housing Market Area.

#### **Delivery**

- Key Delivery Partners: City of York Council; developers; and landowners
- Implementation: Planning applications; Supplementary Planning Documents for Strategic Sites; and developer contributions

## **Policy H2: Density of Residential Development**

To ensure the efficient use of land and help maintain local services and public transport provision, housing developments will be expected to achieve the following net densities:

- 100 units/ha within the city centre
- 50 units/ha within the York urban area
- 40 units/ha within the suburban area and Haxby/ Wiggington
- 35 units/ha in the rural area and villages

Within 400m of a high frequency public transport corridor (current extent illustrated at Figure 5.3), higher density development will also be supported where it complies with other plan objectives.

On strategic sites the specific master planning agreements that provide density targets for that site may override the approach in this policy, which should be used as a general guide.

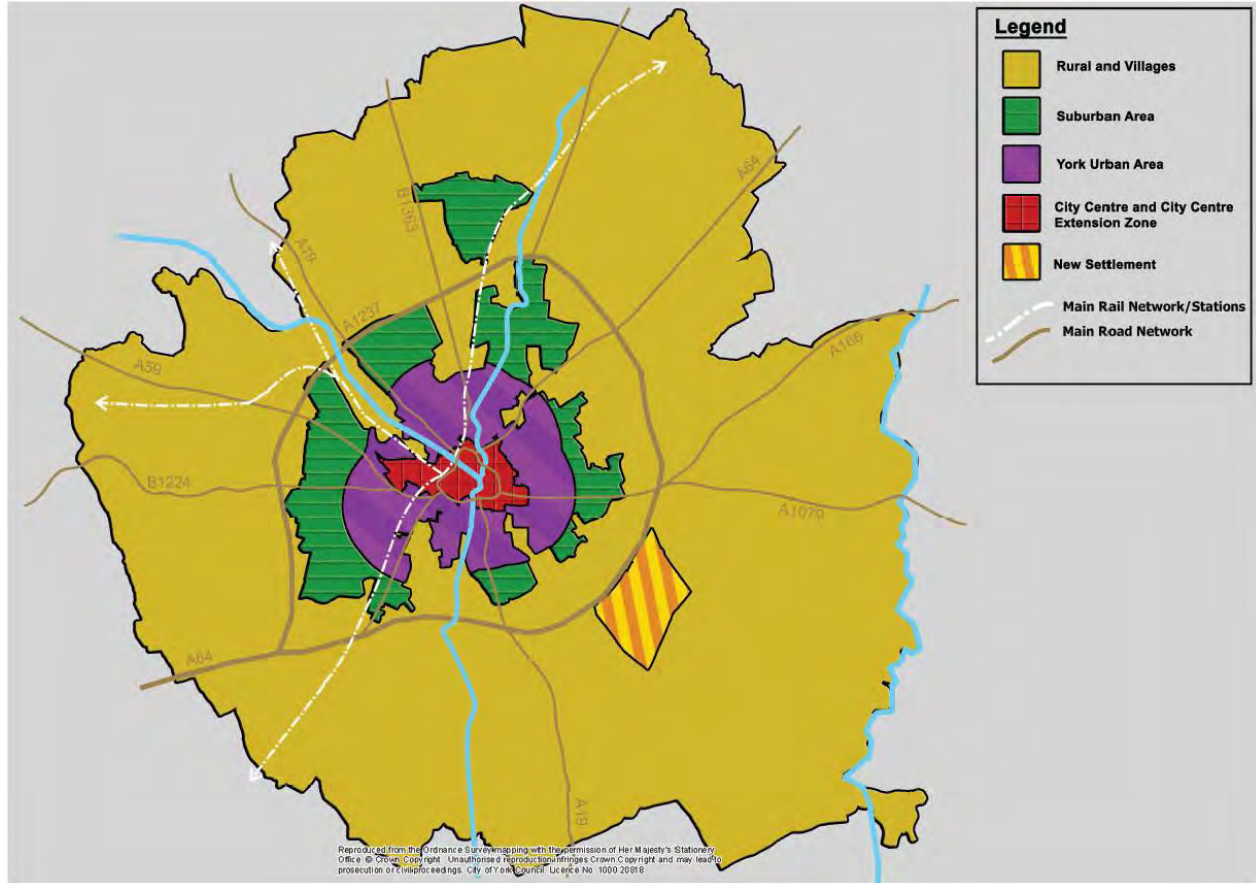
Delivering densities that support the efficient use of land requires good design that responds to its context, an appropriate mix of house types and should be informed by the local character of the area. In conservation areas the density of any proposed housing development should also have regard to any relevant guidance contained in the appraisal of the conservation area.

**See also Policy D2, D4 and T1**

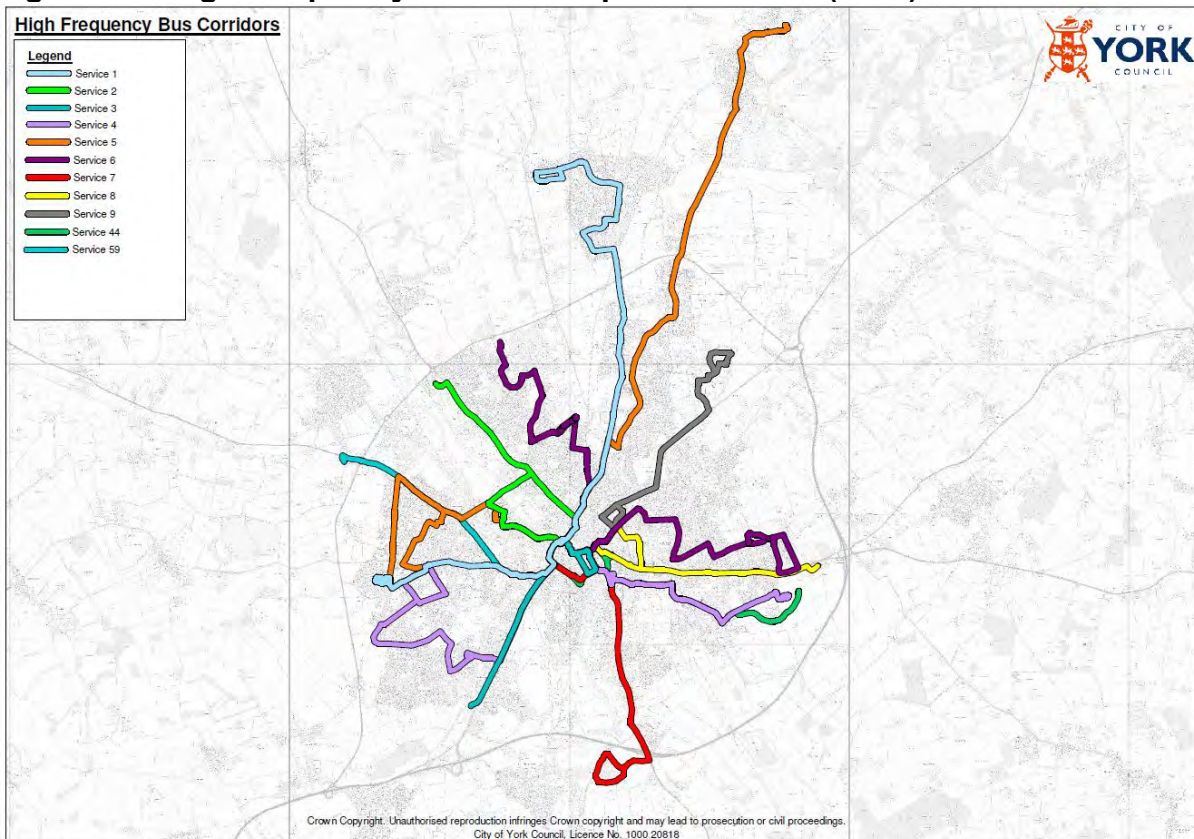
### **Explanation**

- 5.14 Densities proposed have been tested through the work carried out to ensure the viability and deliverability of housing across the district. Delivering development at this range of densities will help maintain local 'walkable' services within communities and provide opportunity to secure the levels of public transport patronage that will ensure services are economically viable, present a realistic alternative to using the private car and can be maintained in the long term.
- 5.15 The policy applies net densities which will ensure that developments do not use important open space for development in order to achieve the density objectives of the policy.
- 5.16 The extent of the city centre is shown on the proposals map, the remaining defined areas referred to in the policy are described in Figure 5.2. Transport nodes and corridors are defined in policy T1. In the case of transport nodes which are Park & Ride sites that are on the edge of the city the density of development will need to have particular regard to the local character of the area. The corridors where the policy applies are shown on the map at Figure 5.3

**Figure 5.2 Density Zones**



**Figure 5.3: High Frequency PublicTransport Corridors (2014)**



## **Delivery**

- Key Delivery Partners: City of York Council; developers; and landowners
- Implementation: Planning applications and Supplementary Planning Documents for Strategic Sites.

## **Policy H3: Balancing the Housing Market**

Proposals for residential development are required to balance the housing market by including a mix of types of housing which reflects the diverse mix of need across the city as defined by the most up to date Strategic Housing Market Assessment (SHMA). This includes flats and smaller houses for those accessing the housing market for the first time, family housing of 2 to 3 beds and homes with features attractive to older people.

Proposals will be supported that are suitable for the intended occupiers in relation to the quality and type of facilities, and the provision of support and/or care. Individual sites will be expected to reflect the needs of the SHMA, subject to site specific circumstances and the character of the local area. Housing should be built as flexible as possible to accommodate a broad cross section of society to help meet a wide range of needs.

**See also Policy D2**

## **Explanation**

- 5.17 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 mixed neighbourhoods.
- 5.18 As recognised in Policy H3, neighbourhoods should reflect the diversity found across the city, rather than clustering similar groups together. In order to balance the housing market there is a need to ensure a mix of types of housing across a development. This includes incorporating a range of housing type and sizes in a development to cater for small families, newly forming households and people looking to downsize as well as specialist housing provision for vulnerable people. Particular groups of people in mind are older people (including the frail elderly and those with dementia), people with disabilities and others who may, for a variety of reasons, be excluded from or find it more difficult to integrate with, the local community. Where possible, housing should be designed flexibly so that it can be adapted to meet alternative housing uses as needs change in the future. Forms of housing covered under this policy include supported housing for young people, individuals with mental or physical health issues, homeless households, sheltered housing, residential care, nursing homes and extra care facilities.
- 5.19 A development should provide a mix of housing in appropriate locations and where there is an identified need through the SHMA. Clustering of large 4 -5 bed homes should be resisted in favour of 2 – 3 bed homes, where viable. Housing which is intended to enable people to live as independently as possible, but is designed so that support can be provided to them. Such housing should be provided across the city, as opposed to being concentrated in certain areas, to help to enable people



moving into such accommodation to remain in their local area and to create and maintain balanced communities.

- 5.20 It is important that the market is able to react to changes in economic circumstances and patterns of demand. However it is also important to guard against any drift towards relative shortfalls or excesses of supply of particular kinds of dwelling that reflect the short-term aspirations of developers rather than longer-term community interests.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and landowners.
- Implementation: Planning applications; Supplementary Planning Documents for Strategic Sites; and developer contributions.

### **Policy H4: Housing Mix**

To help in achieving mixed and balanced communities; on sites allocated for housing in the Plan and windfall sites larger than 0.2 ha, development will be permitted where it delivers a mix of housing that will contribute to meeting the identified needs of the district's housing market. Strategic Sites present an important opportunity to achieve mixed and balanced communities. On these sites housing mix is expected to be addressed in the masterplanning process.

### **Explanation**

- 5.21 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.
- 5.22 In order to achieve a better match between the housing aspirations of our residents and the new housing development that the plan will deliver, housing developers should use the most recent evidence available on housing aspirations to inform the range of properties they build on sites. At present this is contained in the North Yorkshire Strategic Housing Market Assessment (2011). Any future updates of this evidence will be published on the council's web site

### **Delivery**

- Key Delivery Partners: Developers
- Implementation: Planning applications; Supplementary Planning Documents for strategic sites; and developer contributions

## **Policy H5: Promoting Self Build**

As part of meeting housing need, self-build will be supported. On the four largest strategic sites developers will make available land to provide for a minimum of 2% of homes to be delivered on the site by small house builders. Plots should be made available at competitive rates, to be agreed through Section 106 agreements, which are fairly related to associated site/plot costs. Self build proposals will be encouraged as part of this small house-builder requirement. The four largest strategic sites, as shown on the proposals map, are as follows:

- ST15: Whinthorpe;
- ST7: East of Metcalfe Lane;
- ST14: Clifton Gate; and
- ST8: Land north of Monks Cross

**See also Policy SS5, SS6, SS7 and SS8.**

### **Explanation**

- 5.23 The Council is seeking to find new ways to deliver the homes York needs. One way of doing this is to help small builders and self builders access land on which to build new homes. This policy sets aside a small proportion of the four largest strategic sites in the Plan to provide opportunities for this type of provision. For the purposes of this policy small house builders are defined as being a company, joint venture or delivery vehicle which, alone or in conjunction with any parent or partner organisation, has delivered an average of under 200 residential units per annum over its last 5 operating years. Preference should be given in selection process to those small house builders who are unlisted and who have been established in the York or Yorkshire area for more than two years. Self builders are individuals or an organised group who wish to build their own home, project manage the building or in some cases work in conjunction with a building company (sometimes referred to as custom building).
- 5.24 Where developable plots are demonstrably and appropriately marketed at competitive rates for a period of more than 24 months without interest, they may revert to delivery through conventional methods. This policy approach will strengthen and grow the local economy and workforce, increase annual delivery rates on site and result in a more varied and locally distinctive development form.

### **Delivery**

- Key Delivery Partners: Developers
- Implementation: Planning applications and Supplementary Planning Documents for strategic sites.

## Policy H6: Gypsy, Roma, Traveller and Travelling Showpeople Sites

### Safeguarding Existing Supply

Proposals which fail to protect existing and allocated Gypsy and Traveller sites and Travelling Showpeople yards or involve a loss of pitches/plots will not be permitted unless it can be demonstrated that they are no longer required or equivalent alternative provision can be made. Existing Gypsy and Traveller sites are shown on the proposals map, and are listed below:

- James Street, Layerthorpe;
- Water Lane, Clifton;
- Love Lane, Fulford; and
- Outgang Lane, Osbaldwick.

### Meeting Future Need

There is a total need of 66 Gypsy and Traveller pitches over the plan period. This is split into 33 pitches in years 2014/15 – 2019/20, 12 pitches in the period 2020/21 – 2024/25 and 21 pitches in the period 2025/26 – 2029/30. There is a total need of 8 Showpeople plots over the plan period. This is split into 5 plots in years 2014/15 – 2019/20, 1 plot in the period 2020/21 and 2024/25 and 2 plots in the period 2025/26 – 2029/30.

In order to meet the accommodation needs of Gypsies, Travellers and Showpeople provision will be made on allocated sites as set out in Table 5.3 below:

**Table 5.3: Allocated sites for Gypsies, Travellers and Travelling Showpeople**

Use	Site	Size	Timescales
Gypsy and Traveller	GT1:Land at Moor Lane and B1224, Rufforth	2 sites of 15 pitches Total – 30 pitches	2014/15 – 2019/20
Gypsy and Traveller	GT2:Acres Farm, Naburn	3 pitches	2014/15 – 2019/20
Gypsy and Traveller	GT2:Acres Farm, Naburn	12 pitches	2020/21 – 2024/25
Travelling Showpeople	SP1:The Stables, Elvington	1 plot	2014/15 – 2019/20
Travelling Showpeople	SP1:The Stables, Elvington	2 plots	2020/21 – 2024/25

In addition to the above allocated sites, development for Gypsy and Traveller sites and Travelling Showpeople yards will be permitted where proposals:

- do not conflict with the objective of conserving and enhance 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;
- ii. ensure accessibility to public transport and services;
- iii. are suitable in terms of vehicular access and road safety including internal space for adequate parking and turning;
- iv. ensure that development does not lead to unacceptable levels of congestion, pollution, and air quality for surrounding residents and future occupiers; and
- v. appropriately manage flood risk.

Travelling Showpeople yards will be permitted on existing and allocated employment sites provided development would not lead to the loss of land that is necessary to meet both immediate and longer term requirements over the plan period in both quantitative and qualitative terms and unacceptable environmental problems exist.

Development proposals for Gypsy and Traveller sites and Travelling Showpeople yards will be expected to:

- a. provide adequate provision for storage, recreation space, amenity provision and utility services;
- b. ensure that the size and density of pitches/plots are in accordance with best practice guidance;
- c. incorporate appropriate landscape proposals to have a positive influence on the quality and amenity of the development;
- d. ensure that residents living nearby are not unduly affected by noise, disturbance or overlooking; and
- e. Ensure future occupiers would not be subject to significant adverse environmental impacts.

Any permission granted for a Gypsy, Traveller or Travelling Showpeople development will be subject to a condition limiting occupation to Gypsies and Travellers or Travelling Showpeople, as appropriate.

### **Explanation**

- 5.25 Key evidence including the Equality and Human Rights Commission report *Inequalities Experienced by Gypsy and Traveller Communities* (2009) suggests 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. In accordance with Government guidance set out in the NPPF (2012) and Planning Policy for Traveller Sites (2012), the Council is required to identify a supply of specific, deliverable Gypsy, Traveller and Travelling Showpeople sites sufficient to provide five years' worth of sites against their locally set targets to meet accommodation needs of these groups in York. 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.
- 5.26 The City of York Council Gypsy, Roma, Traveller and Travelling Showpeople Accommodation Assessment (2014) which has forecasted need over the whole of the plan period, as set out in Table 5.4 overleaf:

**Table 5.4 Gypsy, Traveller and Travelling Showpeople Need**

	<b>5 Year Need</b>	<b>Years 6 – 10</b>	<b>Years 11 - 15</b>
Gypsy and Traveller Pitches	33	12	21
Travelling Showpeople plots	5	1	2

- 5.27 It is recognised that Gypsies and Travellers and Travelling Showpeople have different needs and that the two different groups should not be located on the same areas of land. Gypsy and Traveller and Travelling Showpeople provision has its own specific terminology. Gypsy and Traveller provision is expressed in 'pitches' on sites whereas Travelling Showpeople provision is expressed as 'plots' on sites often called a 'yard'. Nationally, pitch/plot sizes range from 200 m<sup>2</sup> to 500 m<sup>2</sup>. An upper measurement of 500 m<sup>2</sup> has been used in the allocation of 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.
- 5.28 It has been possible to identify five years' worth of specific sites to meet accommodation needs of Gypsy and Travellers in York and a specific supply of sites for years 6 -10. GT1:Land at Moor Lane and B1224 has been allocated for two sites of 15 pitches. Both of these 15 pitch sites at GT1:Land at Moor Lane and B1224 are allocated for the first 5 years of the plan period. The sites should be developed as two separate sites, with their own direct access, amenities and landscaping to ensure they are independent from each other in line with best practice of limiting sites to a maximum of 15 pitches.
- 5.29 GT2:Acres Farm, Naburn has been allocated for 3 pitches in the first 5 years, which with the 2 sites of 15 pitches at GT1:Land at Moor Lane and B1224 provides a site specific 5 year supply of pitches. The accommodation need for years 2020/21 – 2024/25 for Gypsy and Travellers is a further 12 pitches. This need will be met at GT2:Acres Farm, Naburn. This provides, in addition to the 3 already allocated at GT2:Acres Farm in the previous 5 years, a 15 pitch site.
- 5.30 1 plot for Travelling Showpeople has been identified for the first 5 years of the plan period at SP1:The Stables, Elvington, with a further 2 plots in the same yard for the future expansion of the existing family in years 2020/21 – 2024/25. Policy H6 includes location and design criteria to guide future development. Due to the nature of Travelling Showpeople's work requiring level hard standings and covered sheds for the maintenance and storage of large fairground rides applications for yards in existing and allocated employment sites will be supported where the provision will not compromise the employment land supply.
- 5.31 The suitability of the location of any further sites which come forward during the plan period will be determined in accordance with criteria i – v of this policy. The development of the allocated sites and any further sites that come forward during the plan period will be determined in accordance with criteria a - e.
- 5.32 When undertaking work to identify sites, neighbouring authorities and some authorities further afield in Yorkshire were interviewed. This process identified that there are no pressing cross border issues reported with other Yorkshire authorities. However it was suggested that it would be beneficial if neighbouring

areas and the City of York could work together share the methodologies and findings from their assessments, establish a greater understanding of travelling patterns, regularly exchange information, share best practice on site management, and develop a common protocol for managing unauthorised encampments. This work is already underway with Wakefield and York leading on a project to develop a common methodology to identify sites for the Leeds City Region strategic (planning) duty to co operate board.

- 5.33 A condition will be attached to any permission to ensure that the sites remain in use by Gypsies and Travellers or Travelling Showpeople, as appropriate and the number of pitches and plots are retained to ensure a supply to need demand.

### **Delivery**

- Key Delivery Partners: City of York Council, Developers, Housing Charities, Gypsy, Roma, Traveller and Travelling Showpeople stakeholders
- Implementation: Planning applications

### **Policy H7: Student Housing**

The University of York and 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 and in accordance with this policy.

SH1: Land at Heworth Croft, as shown on the proposals map, is allocated for student housing for York St. John University students.

Proposals for new student accommodation will be supported where:

- i. there is a proven need for student accommodation; and
- ii. it is in an appropriate location for education institutions and accessible by sustainable transport modes; and
- iii. the development would not be detrimental to the amenity of nearby residents and the design and access arrangements would have a minimal impact on the local area.

Conditions will be used to ensure the proper management of the accommodation in the interests of the amenity of adjacent properties and that any development remains occupied by students in perpetuity.

**See also Policy ED1 and ED5**

### **Explanation**

- 5.34 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. The Council encourages purpose-built student accommodation where there is a proven need and it is designed and managed in a way that attracts students to take it up. This can free up accommodation suitable for wider general

housing needs. There should be no unacceptable impact on amenity for local residents. In the interests of the proper management of the student accommodation and to protect the amenity of adjacent residents, where permission is granted it will be subject to a condition requiring that prior to the accommodation being occupied a management plan shall be agreed in writing with the Local Planning Authority to demonstrate the control of the following: Information and advice to occupants; any necessary garden landscaping maintenance; and refuse and recycling facilities. A further condition will be attached to any permission to ensure that the accommodation remains occupied by students. Without such a condition it would be necessary to consider the scheme for affordable housing given that there may be the opportunity for non students to occupy the properties.

### **Delivery**

- Key Delivery Partners: Developers; and Further and Higher Education Establishments.
- Implementation: Planning applications

### **Policy H8: 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 or 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 or 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.

**See also Policy ENV2**

### **Explanation**

- 5.35 An evidence base exploring the spatial distribution and impact of Houses in Multiple Occupation (HMOs), typically occupied by student households, indicates that it is necessary to control the number of HMOs to ensure that communities do not become imbalanced. This control is achieved through an Article 4 Direction, which came into force on 20 April 2012. The Article 4 Direction removes permitted development rights and requires a planning application to be submitted to change a property into an HMO. Policy H8 and the Controlling the Concentration of HMOs Supplementary Planning Document (SPD) provide guidance on how these planning applications will be determined. Under Policy H8, 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.

- 5.36 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.
- 5.37 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.
- 5.38 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.



5.39 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 residents<sup>1</sup>;
- 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.

5.40 If flexibility to let a property to both family groups and shared tenants is sought an application for a flexible C3/C4 use is recommended. This would allow continuous occupation of a building as either a dwellinghouse for a family or an HMO for unrelated tenants for a period of 10 years without the need for subsequent planning applications. If the property is currently occupied as an HMO, and greater flexibility is required, a planning permission would be required before the building can be used flexibly for C3/C4 uses.

5.41 Further information can be found in the Controlling the Concentration of HMOs Supplementary Planning Document (2012, amended July 2014)

### **Delivery**

- Key Delivery Partners: City of York Council; and landlords.
- Implementation: Planning applications.

---

<sup>1</sup> 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.

## Policy H9: Affordable Housing

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

- i. reflect the relative viability of development land types in York by providing affordable housing percentage levels for site thresholds as set out in the table below:

**Table 5.5: Affordable Housing Site Thresholds**

Threshold	Target
Brownfield sites => 11 homes	25%
Greenfield sites => 11 homes	35%
All sites of 5-10 homes	20%
All sites of 2-4 homes	15%

- ii. on sites of 11 homes and above on site provision will be expected with a financial contribution sought for fraction of units; unless off-site provision or a financial contribution of equivalent value can be robustly justified.
- iii. on sites of 2 – 10 homes an off site financial contribution (OSFC) is required in accordance with the approved formula set out below:

**Average Property Price minus Fixed Registered Provider Price X % Target  
= OSFC Sum Payment**

- iv. make provision which reflects tenure split in terms of social renting and intermediate housing, as set out in the most up to date Strategic Housing Market Assessment (SHMA). The current SHMA (2011) illustrates a 70:30 ratio.
- v. fully integrate the affordable housing by pepper potting throughout the development with no more than two affordable dwellings placed next to each other. The size and type of homes should be a pro rata mix of the total homes provided on site, taking into account current assessments of local need where on-site provision is required. The affordable housing should be visually indistinguishable from the open market dwellings.

The affordable housing should remain affordable in perpetuity, through use of a planning condition or obligation or if these restrictions are lifted, for subsidy to be recycled for alternative affordable housing. On completion, the affordable housing must be transferred to a Registered Provider approved by the Council.

Where a developer believes the criteria set out in this policy cannot be fully met, they have the opportunity through open book appraisal to demonstrate to the Council's satisfaction that the development would not be viable.

**See also Policy GB4**

## **Explanation**

### **Thresholds**

- 5.42 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. The independent assessment of development viability carried out in the City of York Local Plan Area Wide Viability Study (2014) demonstrates that market conditions in York can support an affordable housing requirement on sites allocated in the Plan and windfall sites. Furthermore this work has shown that smaller sites remain viable when affordable housing provision is required, therefore a threshold of two houses is set in the policy. Based on viability it is accepted that on small sites an off site financial contribution is more appropriate.
- 5.43 Where a developer believes because of development viability that a site cannot meet the requirements of the policy, the developer will be required to submit an open book appraisal to justify any reduction from the target, at their expense. If agreement cannot 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**

- 5.44 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. The definition specifically excludes low cost market housing.

### **Tenure/Mix**

- 5.45 The North Yorkshire and York Strategic Housing Market Assessment (2011) (SHMA) 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.
- 5.46 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 SHMA 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.
- 5.47 The affordable homes need to be fully integrated within the development by pepper potting throughout with no more than two affordable dwellings placed next to each

other. The exception to this is apartment blocks if they are to be transferred freehold to Registered Providers. These affordable apartment homes should be provided in an apartment block rather than pepper potted throughout the development. The size and type of homes should be a pro rata mix of the total homes provided on site, taking into account current assessments of local need where on-site provision is required. The affordable housing should be visually indistinguishable from the open market dwellings.

- 5.48 The Council will make public any updates to the evidence on housing mix and tenure split that is currently provided in the SHMA. Developers should consult the Council's web site prior to making any planning application to confirm the then current position on this matter.

### **Provision**

- 5.49 In accordance with national guidance affordable housing provision for sites of 11 homes and above will normally be expected to be provided on site. An Off Site Financial Contribution (OSFC) will be required for affordable housing provision on sites of 10 homes or less in accordance with the Council's adopted OSFC formula. This does not prohibit on site affordable housing provision but acknowledges circumstances may mean it is less practical. If a Developer wishes to discuss on site provision rather than an OSFC for sites less than 10 homes, the Council will be happy to enter into discussions to ascertain whether this is practical. On sites delivering 11 homes and above developers will be expected to deliver whole units onsite with a financial contribution sought for fraction of units.
- 5.50 The OSFC sum formula is set out overleaf in Table 5.6 for sites of less than 11 homes. The formula for calculating OSFC sum payments works with any affordable housing target or method for establishing that target. It is based on the average cost to a developer of providing an affordable housing unit (average house price minus average transfer price to a housing association), and then applies the affordable housing target percentage to determine the proportion of that cost which is viable to be paid.
- 5.51 As an example, the City of York Local Plan Area Wide Viability Study (2014) for a scheme of 4 dwellings states that 15% is achievable. 15% of 4 dwellings is 0.60 of a whole dwelling. So the developer can afford to contribute a financial sum equivalent to 60% of the cost of providing a whole dwelling.
- 5.52 Using the formula the cost of providing an affordable home in York is on average £122,919. An application for 4 homes would be required to pay 60% of this figure, an OSFC sum of £73,751.40.
- 5.53 Applying the findings of the City of York Local Plan Area Wide Viability Study (2014), there is a tiered approach to the percentage target that is viable on sites of less than 11 homes. On sites of between 2 and 4 dwellings the target is 15%, and 5 to 10 dwellings is 20%. The calculation above remains the same with the appropriate percentage inserted for the size of application.

**Table 5.6: Existing OSFC Sum Formula:**

Average Property Price minus Fixed Registered Provider (RP) Price X % Target = OSFC Sum Payment

Dwelling Threshold	Average York Property price (Land Reg July 2014)	Average York Fixed RP Price	% Target	OSFC Payment per dwelling
2-4 homes	£187,752	£64,833	15%	£18,437.85
5-10 homes	£187,752	£64,833	20%	£24,583.80

Payment is not required where there is only a net gain of 1 home

- 5.54 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.
- 5.55 A Supplementary Planning Document (SPD) will be used to set out clear and consistent guidance on all elements covered by Policy H9 and Policy GB4, including the mechanism for updating the OSFC annually.

### **Delivery**

- Key Delivery Partners: Housing Associations; Registered Social Landlords; and Landowners.
- Implementation: Annual review of the dynamic viability model; use of planning obligations or conditions to secure provision; and planning applications.

## Section 6: Community Facilities

- 6.1 Community facilities can include local shops and public houses to built sports and community leisure facilities such as swimming pools. These, together with childcare, healthcare and emergency services play a very important role within communities and neighbourhoods, helping to build community cohesion and wellbeing. This section aims to provide and protect facilities in sustainable locations to ensure communities are balanced and offer facilities where required.

### **Policy CF1: Community Facilities**

Community cohesion and the development of strong, supportive and durable communities is promoted 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 quantity and quality facilities to meet the needs of 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.

**See also Policy H1**

### **Explanation**

- 6.2 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 served by public transport, walking and cycling.
- 6.3 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.
- 6.4 For the purposes of Policy CF1, community facilities should be taken to mean those buildings, facilities and services that meet the day to day needs of the communities they serve, from city-wide to more local. This can include libraries, crèches, drop-in centres, meeting places, built sports and community leisure facilities such as

swimming pools and sports venues, cultural buildings, public houses, places of worship and youth clubs and buildings for community groups such as clubs for senior citizens and scout and guide groups.

- 6.5 For all but the very largest of the strategic sites the expansion of existing community facilities is expected to meet the needs arising from the new homes being provided. On the very large sites (ST14, ST15, ST7 and ST8) the masterplanning of the site will include an assessment of the need for additional facilities and their provision. The Town and County Planning Association Eco towns community worksheet provides useful advice on the provision of facilities including the number of households required to support specific types of facilities such as a health centre or a community centre.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; infrastructure delivery partners; and community groups
- Implementation: Developer contributions

### **Policy CF2: Built Sport Facilities**

York's built sports facilities will be protected and where appropriate enhanced, through the extension and expansion of existing high quality sustainable, accessible sites in the first instance, to meet the needs of the local community.

New facilities will be supported provided they are meeting an identified gap in provision, are well located, 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. The provision of such facilities will help to achieve the targets set out in the City's most up to date Built Sports Facilities Strategy.

The loss of built sports facilities (either currently or last used for sports facilities) will only be permitted in exceptional circumstances where:

- a needs assessment provided by developers, and in accordance with the Built Sports Facilities Strategy, identifies an over provision in the City; or
- the proposal is ancillary to the use of the site as a sports facility; or
- the development only affects part of the site or facility and does not impact on its value for sport; and
- it would be replaced by a facility of an equivalent or better quality and quantity in a sustainable location in the area of benefit that is accessible by public transport, with better management arrangements..

The Council will require secured community use for new facilities, unless it can be demonstrated that this isn't viable or deliverable.

**See also Policy ED9**

## Explanation

- 6.6 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 that maintains a service in the existing area of benefit.
- 6.7 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.
- 6.8 The Active York Built Sports Facilities Strategy (2014) 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.

## Delivery

- Key Delivery Partners: City of York Council; developers; infrastructure delivery partners; and community groups
- Implementation: Built Sports Facilities Strategy; and developer contributions

## 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. 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.

**See also Policy ENV2**



**Explanation**

- 6.9 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 ENV2 'Managing Environmental Nuisance'.
- 6.10 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.

**Delivery**

- Key Delivery Partners: City of York Council; developers; infrastructure delivery partners; and community groups
- Implementation: Developer contributions

**Policy CF4: Healthcare and Emergency Services**

To contribute to residents living longer, healthy and independent lives in sustainable neighbourhoods the following will be supported:

- 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;
- 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, whilst protecting the setting of important historical buildings, such as Bootham Park Hospital 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;
- 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 services or involve the loss of services unless it can be demonstrated the use is no longer, or cannot be made, viable or equivalent alternative provision can be made serving the area of benefit.

**See also Policy EC3**

### **Explanation**

- 6.11 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.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and infrastructure delivery partners.
- Implementation: Developer contributions

## Section 7: Education

- 7.1 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. The Council has a key role in supporting parents and families through promoting a good supply of strong educational facilities whether this is schools, Academies or Free Schools which reflect the aspirations of local communities. It is also important to ensure that facilities at the city's further education establishments and two universities meet the requirements of modern higher education institutions.

### **Policy ED1: 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

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 and in accordance with Policy H7: Student Housing.

**See also Policy ED2, ED3 and H7**

### **Explanation**

- 7.2 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.
- 7.3 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).

### **Delivery**

- Key Delivery Partners: City of York Council, University of York and developers.
- Implementation: Planning applications.

### **Policy ED2: Heslington West Campus**

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 no less than 3,586 bed spaces.

**See also Policy ED1**

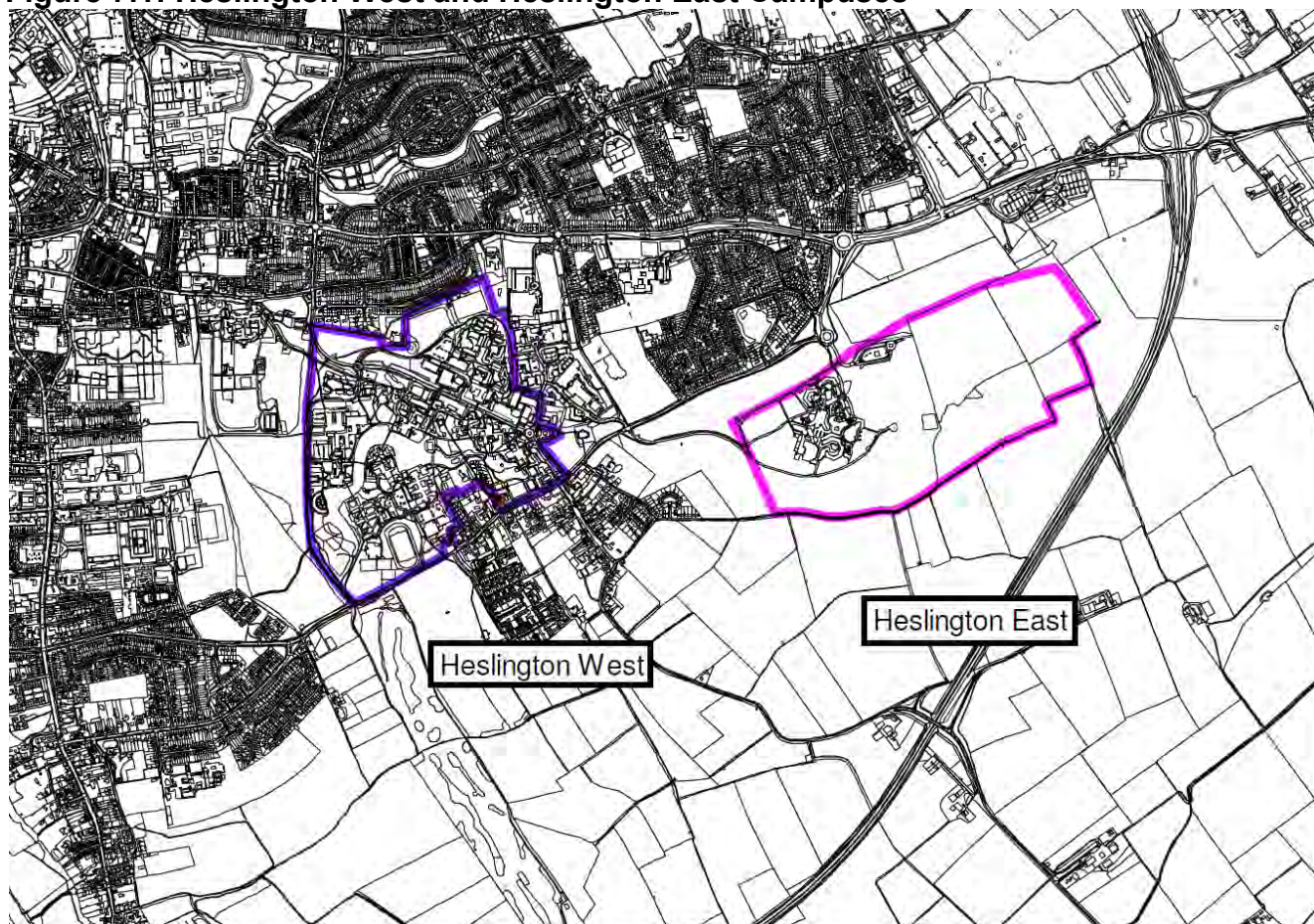
### **Explanation**

- 7.4 The University of York Heslington West Campus is shown overleaf at Figure 7.1. 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 and life expired 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 ED2 above. For information on the uses permitted at Heslington West please see Policy ED1 above.
- 7.5 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.

## Delivery

- Key Delivery Partners: City of York Council, University of York and developers.
- Implementation: Planning applications.

**Figure 7.1: Heslington West and Heslington East Campuses**



## Policy ED3: Heslington East Campus

The continuing development of the University of York Heslington East Campus is supported. Development will be permitted in accordance with the uses outlined in Policy ED1 and the following parameters:

- the developed footprint (buildings, car parking and access roads) shall not exceed 23% of the total site area;
- additional car parking shall not exceed 1,500 spaces subject to approval by the Council;
- the creation of a parkland setting;
- up to 25ha of knowledge based activities;
- additional student housing shall be provided on the campus, up to the expansion numbers, as long as there is demand and steps are taken to encourage the maximisation of the demand; and
- an annual student accommodation survey shall be submitted to the Council.

As shown on the proposals map, 28ha of land to the south of the existing Heslington East Campus is allocated for the future expansion of the university during the plan period. The existing campus and the future expansion site will deliver the up to 25ha of knowledge based activities identified in the existing permission across both sites. A range of other higher education and related uses as set out in Policy ED1 will also be permitted on the expansion site.

The expansion site must create an appropriately landscaped buffer between the site development and the A64 in order to mitigate heritage impacts in terms of the historic character and setting of the city and to maintain key views. This greenspace, out with the allocation extent, between the expansion site and A64 is broadly delineated on the proposals map, subject to the outcomes of detailed masterplanning.

A development brief will be prepared for the site, covering site considerations, including landscaping, design, local amenity, accessibility and transport requirements.

**See also Policy ED1**

### **Explanation**

- 7.6 The University of York Heslington East Campus is shown at Figure 7.1. The outline planning consent as implemented (08/00005/OUT) and the Section 106 legal agreement provide the context for development at the campus and are summarised in the policy above. In accordance with the consent the creation of a parkland setting must be of visual quality and good design, whilst also enhancing public amenity in terms of access to the countryside and wildlife interest. This includes preservation and where possible enhancement of the views that can be seen from the site. An annual student accommodation survey must be submitted to the Council. If in any year an annual survey demonstrates that there is unmet student housing demand on the site in excess of 50 bedspaces the university must undertake to bring forward and implement plans to provide additional accommodation on site, in units of 300 bedspaces, within two years of the date of the survey, so long as it is economically prudent to do so.
- 7.7 The University of York retains a high profile in both the UK and in the rest of the world. The University's status is reflected in the high demand for student places at the University and it is currently projected that growth in student numbers will continue over the duration of the plan, by some 5,500 students in the period up to 2030. Without the campus extension, the University will not be able to continue to grow beyond 2023. 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. 28ha of land is allocated for university uses to support this growth. Accommodation for the additional increase in student numbers will be provided in accordance with Policy ED1 and H7.

- 7.8 The expansion site plays a critical part in the attractive setting of the city and Heslington village. It has a distinctive landscape quality and provides accessible countryside to a significant portion of the population. The land to the west is particularly important for maintaining the setting of Heslington village and key views. To mitigate any impacts on the historic character and setting of the city the expansion site must create an appropriately landscaped buffer between the site development and the A64. This will be established through the masterplanning of the site.
- 7.9 A development brief will be prepared that will set out detailed considerations which will meet the aims of the planning consent for the existing Heslington East Campus. The existing campus and the future expansion site will deliver up to 25ha of commercial knowledge based activities for activities which need to be located on the campus due to sharing of research work, personnel or other university related functions across both sites.
- 7.10 The development site will be accessed from Hull Road via the existing Heslington East Campus. In addition to this, development should exploit any shared infrastructure opportunities arising from the proximity of Whinthorpe to the University of York (e.g. through combined access, energy, utilities and waste strategies).
- 7.11 The campus extension will:
- enable the City of York to contribute directly to the delivery of national growth strategies;
  - enable key Local Enterprise Partnership priorities to be realised;
  - support the York Economic Strategy and the city's ambitions to be a global competitive City;
  - contribute to delivering the Local Plan vision of supporting the delivery of sustainable economic growth; and
  - meet a commercial need and a gap in York's employment land supply to meet the business needs of economic growth sectors.

### **Delivery**

- Key Delivery Partners: City of York Council, University of York and developers.
- Implementation: Planning applications.

### **Policy ED4: Lord Mayor's Walk Campus**

The development and redevelopment of York St John University's Lord Mayor's Walk campus 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 and its setting.

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 and at SH1: Land at Heworth Croft in the first instance and in accordance with Policy H7: Student Housing.

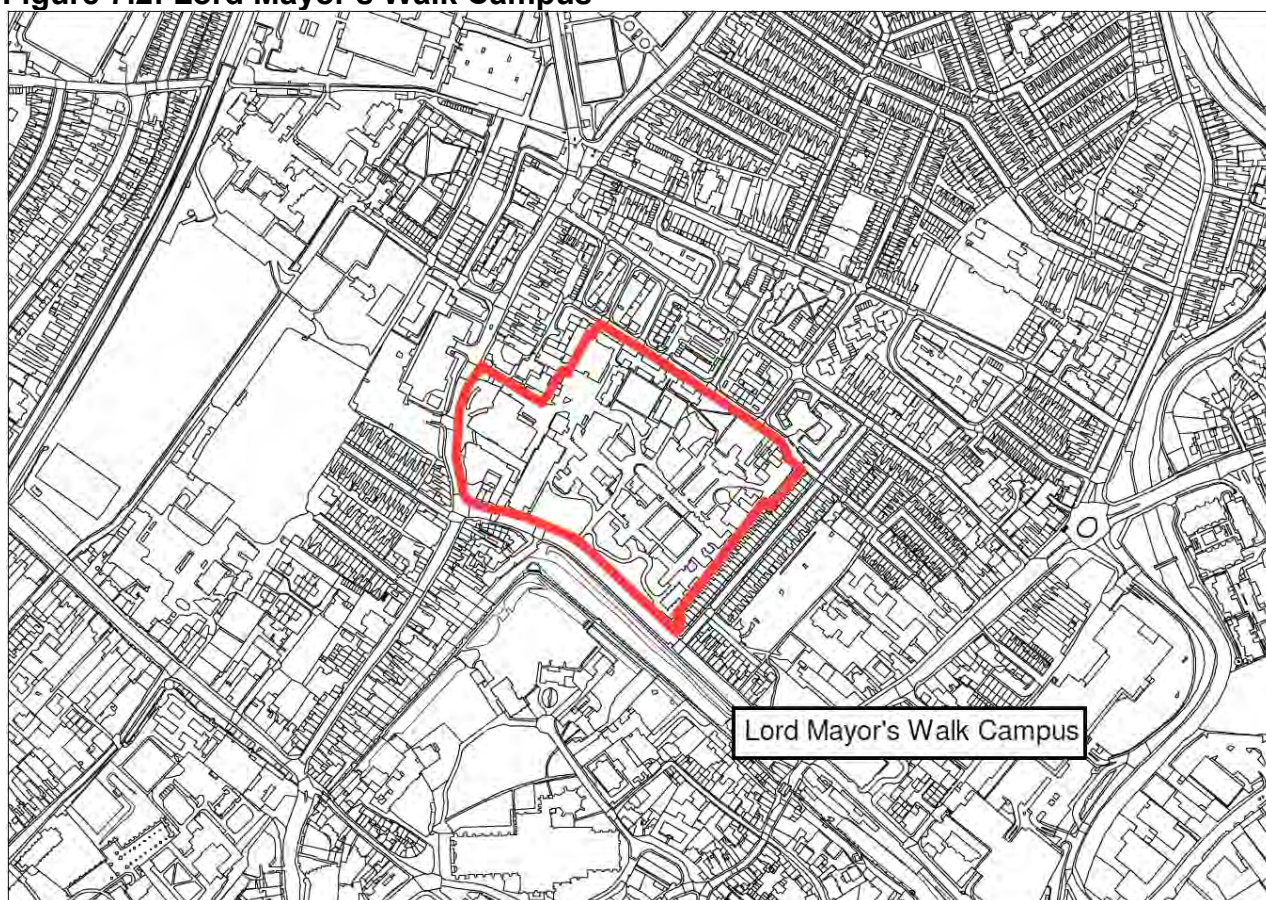
**See also Policy H7, ED5, D3, D4, D5 and D6**



## Explanation

- 7.12 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 7.2 below 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 8 'Placemaking and Design'.

**Figure 7.2: Lord Mayor's Walk Campus**



## Delivery

- Key Delivery Partners: City of York Council, York St. John University and developers.
- Implementation: Planning applications.



## **Policy ED5: York St. John University Further Expansion**

To support the continued success of York St. University the following sites, as shown on the proposals map, are allocated for the uses below:

### **Sport uses:**

- Land at Mille Crux/Former Bio-Rad Site, Haxby Road; and
- Land at Northfield, Haxby Road.

### **Student Housing:**

- SH1: Land at Heworth Croft.

**See also Policy H7, ENV2, D2 and D4.**

## **Explanation**

### **Sport Uses**

- 7.13 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. The sites are allocated to support York St. John's University in their development of a multi-million pound centre for sporting excellence via major financial investment in buildings and facilities.
- 7.14 The allocation of the sites 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, 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.
- 7.15 Providing they comply with relevant policies in the rest of the plan, appropriate uses of the allocated sites may include:
- outdoor sports facilities, together with associated car and cycle parking and floodlighting;
  - appropriate indoor sports facilities; and
  - other outdoor recreational activity.
- 7.16 Proposals at the allocated sites which include floodlighting must take into account environmental quality issues in accordance with Policy EN2 which safeguards 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.

## Student Housing

- 7.17 There is insufficient capacity at the existing York St. John University campus to accommodate student housing needs. SH1: Land at Heworth Croft is allocated for student housing to support the university in meeting its students' accommodation needs. High quality, purpose built student accommodation that it is designed and managed in a way that attracts students to take it up can free up accommodation suitable for wider general housing needs. Development will be permitted at the allocated site in accordance with Policy H7.

### Delivery

- Key Delivery Partners: City of York Council, York St. John University and developers.
- Implementation: Planning applications.

## Policy ED6:Preschool, Primary and Secondary Education

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 will be facilitated. 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. As shown on the proposals map, land at Manor CE Academy is allocated for educational open space complimenting the existing educational establishment designation.

New or enhanced education facilities will be permitted if they:

- are 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;
- have sufficient and appropriate playing field provision or take opportunities to deliver additional playing fields for existing schools identified as having a deficiency, as part of new developments immediately adjacent to or near the schools; and
- allow community access, through good design and modifications, to their facilities in areas where there are deficiencies of community leisure and sports facilities.

**See also Policy SS5, SS6, SS7, SS8, ED8 and GI5.**

### Explanation

- 7.18 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.

- 7.19 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.
- 7.20 Land to the north of Manor CE Academy is allocated for educational open space to link the site with the existing Manor CE Academy designation. This reflects the academy's planning permission for the change of use of the site from agricultural land to sports pitches, allotments, and informal landscaped open space. The part of the site adjacent to the school will be for sports pitches / informal social area and the northern part of the site (adjacent to the railway line) will be for allotments.
- 7.21 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.

### **Delivery**

- Key Delivery Partners: City of York Council, education providers and developers
- Implementation: planning applications and developer contributions

### **Policy ED7: Further and Higher Education**

The continued success of all further and higher education institutions is supported, including any further expansion of their teaching, administration, research operations 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. 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.

**See also Policy ED1, ED2, ED3, ED4, ED5, H7 and GB1**

### **Explanation**

- 7.22 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.
- 7.23 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), 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 lies within the Green Belt. It is proposed to expand the area identified to allow the College to develop its operations whilst at the same time maintaining the land's Green Belt Status. In doing so any future development must not have a greater impact on the openness of the Green Belt than the existing development. For more information on the Plan's approach to the Green Belt please see Section 10: Managing Development in the Green Belt.
- 7.24 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 5 'Housing'.

### **Delivery**

- Key Delivery Partners: City of York Council, education providers and developers
- Implementation: planning applications and developer contributions

### **Policy ED8: Community Access to Sports and Cultural Facilities on Education Sites.**

Community use of new/extended education facilities will be expected and should be incorporated into the design in a way that optimises their potential use.

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 in the area of benefit can be made.

**See also Policy CF2**

### **Explanation**

- 7.25 The purpose of Policy ED8 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. Facilities should be accessible and operated in a

way that attracts community users. Past experience has shown that building layouts and services that allow separate access and use of community facilities, including changing rooms, are crucial, from both a security and operational (heating, lighting etc.) point of view.

### **Delivery**

- Key Delivery Partners: City of York Council, education providers and developers
- Implementation: planning applications and developer contributions



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 openspace 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 8: Placemaking and Design

- 8.1 York's historic built and historic environment is of outstanding quality. This intrinsic value has been central to York's economic success in the past and will continue to be so in the future. York's special characteristics are key benchmarks when considering the quality of future development and the contribution it will make to the future historic legacy. Development proposals should be of high design standards at all scales- from masterplanning to individual building and open space design. To compliment this legacy these developments should not attempt to ape the past but instead should simply be based on good design. Good design should be fit for purpose, sustainable, efficient, coherent, flexible, responsive to context, attractive and a clear expression of the requirement of a particular brief. Good design can be demonstrated through engagement in peer-review design panels and this will be encouraged and supported.
- 8.2 The Council has a clear understanding of what makes the city and its surrounding villages and countryside special, and what factors contribute to character and significance. 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. These include Conservation Area Character Appraisals and Statements, the City of York Streetscape Strategy and Guidance (2014), the 2014 review of the 'York Development and Archaeology Study', the Historic Environment Characterisation Project, York New City Beautiful (2010), the background studies referred to in Section 9: Green Infrastructure and Section 10: Approach to Managing Appropriate Development in the Green Belt and, where relevant, Village Design Statements and Neighbourhood Plans.
- 8.3 The Council's Heritage Topic Paper (2013) sets out to define characteristics that are of strategic importance to the significance of York and are key considerations for the enhancement and growth of the city. Detailed descriptions of these characteristics can be found in the Heritage Topic Paper. These characteristics are listed (in short) below and they provide an underlying shape to the reasoning and structure of this section.
- 8.4 In meeting the policy requirements of this section, applicants will be required to describe the significance of heritage assets likely to be affected by development, including any contribution made by their setting, most likely set out in a supporting Heritage Statement. The extent of such an appraisal should be proportionate to the asset's importance and no more than is sufficient to understand the impact of the proposal on its significance.

**Table 8.1 Summary of Characteristics**

Key Characteristic	Comment	Primary Design Policy Link(s)
"Strong Urban Form"	<i>The remarkable surviving evidence of 2000 years of urbanism should be preserved and enhanced</i>	D3
"Compactness"	<i>The city is walkable and the centre is accessible by cycle and foot with relative</i>	D1, D3

Key Characteristic	Comment	Primary Design Policy Link(s)
	ease.	
"Landmark Monuments"	<i>Buildings of high cultural significance or common value remain highly legible within the everyday fabric of built form.</i>	D3, D6,
"Architectural Character"	<i>A rich diversity of age and construction and a wealth of detail</i>	D2, D3, D4, D5, D8, D9, D10, D11, D12, D13
"Archaeological Complexity"	<i>Archaeological deposits can be found throughout the City of York area. The urban evolution of the city gives structure to its subsequent development and this process continues to the current day. Remaining archaeological features and deposits are finite and fragile.</i>	D6, D7, D9
"Landscape and Setting"	<i>A range of features of natural, historical, and cultural significance contribute to the special qualities of the local landscape.</i>	D1, D3
"Future Characteristics"	<i>In some cases the growth of the city area will result in the development of new areas, many of which will result in a change in the current use and overall character of a place. Policies for these go beyond the context of the Heritage topic Paper</i>	D3

## Policy D1: Landscape and Setting

Development proposals will be encouraged and supported where they:

- i. demonstrate understanding through desk and field based evidence of the local and wider landscape character and landscape quality relative to the locality, and the value of its contribution to the setting and context of the city and surrounding villages, including natural and historic features and influences such as topography, vegetation, drainage patterns and historic land use;
- 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. demonstrate a comprehensive understanding of the interrelationship between good landscape design, bio-diversity enhancement and water sensitive design;
- iv. create opportunities to enhance the public use and enjoyment of existing and proposed streets and open spaces;
- v. recognise the significance of landscape features such as mature trees, hedges, and historic boundaries and York's other most important character elements , and retain them in a respectful context where they can be suitably managed and sustained;
- vi. take full account of issues and recommendations in the most up to date York Landscape Character Appraisal;



- vii. include 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, spaces and other landscapes;
- viii. create a comfortable association between the built and natural environment and attains an appropriate relationship of scale between building and adjacent open space, garden or street. In this respect consideration will be also be given to function and other factors such as the size of mature trees; and
- ix. avoid an adverse impact on intrinsically dark skies and landscapes, townscape and/or habitats that are sensitive to excessive light pollution, keeping the visual appearance of light fixtures and finishes to a minimum, and avoiding light spill.

**See also Policy GI1, GI2 and GI3**

### **Explanation**

- 8.5 Landscape and setting is a principal characteristic of York which includes the strays and lngs that penetrate the urban fabric and the village greens and burgage plots that inform a village structure. Where environmental impact assessments are required, the City of York Council will expect evidence based landscape assessments to follow the Landscape Institute's Guidelines for Landscape and Visual Impact Assessment. Background studies should also reference the most up to date Landscape Character Appraisal and English Heritage's the Setting of Heritage Assets (2011) as well as Conservation Area Appraisals and Village Design Statements where they exist.
- 8.6 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.
- 8.7 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.
- 8.8 Trees are a recognised heritage asset. They can individually or as a group, constitute a significant landscape element, e.g. a specimen tree in a square, or an avenue of trees; and they can contribute to the setting of conservation areas or listed buildings. Trees also form an important element of the authority's green infrastructure and are covered in Section 9: Green Infrastructure.
- 8.9 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.

- 8.10 Landscape and setting and landscape design are often interlinked with influences such as drainage and ecology not covered in this section therefore reference should also be made to other related sections in the plan, in particular Section 9: Green infrastructure.

- Key Delivery Partners: City of York Council; developers and English Heritage.
- Implementation: Planning applications; and Landscape Character Appraisals

## Policy D2: Placemaking

Development proposals will be supported where they improve poor existing urban and natural environments, enhance York's special qualities and better reveal the significances of the historic environment. Development proposals that fail to take account of York's special qualities, fail to make a positive design contribution to the city, or cause damage to the character and quality of an area will be refused.

Development proposals should adhere to the following detailed design points:

### Urban Structure and Grain

- Enhance and compliment the historic arrangement of street blocks, plots and buildings.
- Enhance and compliment the character and appearance of landscape, city parks, landforms, open space, planting boundaries and treatment.

### Density and Massing

- Demonstrate that the resultant density of a development proposal will be appropriate for its proposed use and neighbouring context.
- Demonstrate that the combined effect of development does not dominate other buildings and spaces, paying particular attention to adjacent buildings of architectural or historic significance.

### Streets and Spaces

- Promote ease of public pedestrian and cyclist movement and establish natural patterns of connectivity with the fabric of the city. Spaces and routes must be attractive, safe, and uncluttered and clearly prioritise pedestrians and cyclists over vehicles.
- Promote legibility through development by providing recognisable routes, hierarchy of routes, intersections and landmarks.
- Are designed to improve the quality of the public realm and the wider environment for all.
- Provide a pattern of continuity and enclosure, dependant on circumstances, to reflect the need for different types of space for different types of activity including clearly defining private from public space, and mediate between the two.

- Designed to reduce crime and the fear of crime and promote public safety through the day and night.

### **Building Heights and Views**

- Respect York's skyline by ensuring that development does not challenge the visual dominance of the Minster or the City Centre roofscape.
- Respect and enhance views of landmark buildings and important vistas.

### **Character and Design Standards**

- Ensure appropriate building materials are used.
- Meet the highest standards of accessibility and inclusion.
- Demonstrate the use of best practice.
- Integrate car parking and servicing within the design of development so as not to dominate the street scene.
- Create active frontages to public streets, spaces and waterways.
- Create buildings and spaces that are fit for purpose but are also adaptable to respond to change.
- Create places that feel true to their intended purpose.

## **E x p l a n a t i o n**

### **Urban Structure and Grain**

- 8.11 Where development is proposed outside of a clearly defined pre existing urban context a less obvious but equally important context still exists: existing landscape features such as topology or field boundaries can provide a framework for the grain and urban structure of new development plots- often a process of intensification of existing patterns of movement and connectivity. The study of adjacent settlements and/or patterns of habitation in the area should be undertaken. This is particularly important as the scale of new development increases and completely new “places” are created. For these, national best practice for contemporary placemaking for new settlements or urban extensions must be considered.

### **Density and Massing**

- 8.12 It is important to communicate the suitability of density proposals in a way that is most easily understood. This can often be difficult for large developments where flexibility is sought at a masterplanning stage. Applications will be encouraged that communicate this through graphical representation (in addition to standard accepted numerical methodologies) through potential plots studies and precedent images. Overall, density should not be applied in an overly uniform way- it should comprise a variety of spatial types. The intensity of development should generally follow the existing pattern of density, but within it should be open amenity spaces (In particular, conversions into flats or houses should provide satisfactory levels of amenity for future occupiers). Conversely higher density spots to aid wayfinding and the readability of spaces might be desirable. This should be interpreted together with Building Height and Views section below. Whilst zoning is a useful illustrative concept, density should not be overly use-zoned and should demonstrate a suitable mix of uses, albeit that there is likely to be a majority use for each different area.

### **Streets and Spaces**

- 8.13 Development proposals that provide opportunities to promote the enhancement of, or creation of, public space will be supported. Reference should be made to the council's policies on public streets and spaces particularly ensuring that development proposals support the principles set out in the City of York Streetscape Strategy and Guidance (2014). The use and enjoyment of streets and spaces are affected by how empowered people feel to engage in these spaces. Private spaces should feel completely private places they can relax in. Public spaces should feel like genuine public spaces that belong to everyone. Semi private space, especially in housing developments, needs extreme care in design so immediate neighbours can have a sense of their collective ownership. Consideration should be given to Secured by Design principles whilst balancing the need of urban design principles such as connected streets and spaces.

### **Building Height and Views**

- 8.14 Development should demonstrate 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. Designs should also integrate roof-top plant into the overall building design avoiding visually detracting roof top plant. Reference should be made to the city's key views as defined in the York Central Historic Core Conservation Area Appraisal key views analysis. Opportunities for creating or revealing new public views should also be considered. For new "tall" landmarks to be considered acceptable they will normally be expected to have a particular high cultural significance or common value. In addition, the taller and more prominent a building, the higher will be the council's expectations over its quality.

### **Character**

- 8.15 A proposal should demonstrate an understanding of rhythm and/or balance of compositional design. Building materials should be carefully chosen for their texture, colour, pattern, and durability, and durable construction techniques and elements of detailing should be chosen. For larger scale developments, where development is at a high level masterplan stage, there should be a clear vision of the type of place it aspires to become in sufficient detail to guide the direction of future plot build out proposals whilst providing enough flexibility for uncertain future conditions. The way a building will be used should be considered so as to locate commercial servicing in less sensitive places within a development and to prevent parking strategies from dominating the street scene. This needs to be balanced to prevent unrealistic expectations leading to abuse, and the development should physically prevent unplanned undesirable use through subtle good design measures. Buildings should also be adaptable so as to facilitate reuse and retention. Large scale developments should not inherently prevent their adaptability- the creation of development blocks and open streets are proven durable formats and will be supported.

### **Design Standards**

- 8.16 There are many UK guides to best practice. The publication of these guides will be ongoing over the course of the Local Plan period. However, they are often still relevant several years after publication and only superseded where directly stated by future publications. Design proposals should be based on best practice and where this can be demonstrated it will support the desirability of the proposal. Current

examples are Lifetime Neighbourhoods (DCLG); Building for Life Principles (Design Council); Urban Design Compendium (English Partnerships and The Housing Corporation); By Design (DETR & CABI); Conservation Principles Policies and Guidance (English Heritage) to name a few.

### **Delivery**

- Key Delivery Partners: City of York Council; developers and English Heritage.
- Implementation: Planning applications; and Conservation Area Appraisals

### **Policy D3: Extensions and Alterations to Existing buildings**

Proposals to extend, alter or add to existing buildings will be supported where the design:

- responds positively to its immediate architectural context and local character, in terms of the use of materials and detailing, scale, proportion, landscaping and the space between buildings;
- sustains the significance of a heritage asset and/or its setting and the character and appearance of conservation areas;
- positively impacts on the setting, wider townscape, landscape and views;
- protects the amenity of current and neighbouring occupiers, whether residential or otherwise.

### **Explanation**

- 8.17 Development which results from the change, addition to or the conversion of existing buildings can prolong the useful life of a building, helping to meet the changing needs of its occupiers. However, inappropriate alterations or a concentration of change can cause harm to the character of a place or to local residential amenity.
- 8.18 An extension would normally be expected to be subsidiary to the original building. Stylistically, it should not be a pale imitation of the original. However it would normally be expected to be in keeping with the original building and its context (see policy points above). If a quite different approach to the architectural language of expression is developed, this could be acceptable only if high design quality can be demonstrated.
- 8.19 In protecting amenity design considerations should allow for practical provision of lighting, bin storage and recycling, access, and parking in line with the Council's most up to date standards.
- 8.20 The House Extensions and Alterations Supplementary Planning Document (2012) and the Sub-division of Dwellings Supplementary Planning Document (2012) provide further guidance.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications.

## **Policy D4: Conservation Areas**

Development proposals within or affecting the setting of conservation areas will be supported where they:

- i. are designed to conserve and enhance the special character and appearance of the conservation area;
- ii. leave qualities intrinsic to the wider context unchanged, and respect important views; and
- iii. 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 for development within or adjacent to conservation areas will only be supported if full design details are included.

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 its significance.

Demolition of buildings which make a positive contribution to a Conservation Area will be resisted.

### **Explanation**

- 8.21 Conservation areas are defined as 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' in the Planning (Listed Buildings and Conservation Areas) Act 1990. This Act affords them statutory protection. They are designated by the Local Authority, normally with public support, in recognition of their special value in the local context. A list of conservation areas, along with their boundary maps, character appraisals or statements, is available via [www.york.gov.uk](http://www.york.gov.uk).
- 8.22 The 'special interest' (special qualities and significance) that justifies conservation area 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. The Local Authority will prioritise the preparation of conservation area appraisals guided by the following criteria:
- 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 the applicant in consultation with the Local Authority and carried out by appropriately qualified individuals or organisations following English Heritage guidelines.
  - 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.

- 8.23 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 erode the special qualities and significance of a place. Where necessary, and with public support, Article 4 Directions will be introduced to help to control potentially damaging alterations.
- 8.24 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. It is important that proposed changes of use 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.
- 8.25 Permission for the demolition of 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.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications; and Conservation Area Appraisals

### **Policy D5: Listed Buildings**

Proposals affecting the special architectural or historic interest of listed buildings (designated heritage assets) will be supported where they:

- i. sustain the significance and heritage values of the building; and
- ii. are accompanied by an evidence based heritage statement and justification.

Proposals affecting the setting of a listed building will be supported where they protect its setting, including key views, approaches and aspects of the immediate and wider environment that are intrinsic to its value and significance.

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.

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

### **Explanation**

- 8.26 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 currently by the Department for Culture, Media and Sport. 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), including external attachments.

- 8.27 Applications should be supported by a heritage statement which includes a statement of significance proportionate to the scale and nature of the proposed works, covering the following:
- analysis of the significance of the building relevant to the areas of proposed change. This should convey an understanding of the heritage value. 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.
- 8.28 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. Repairs that would depart from this approach will usually require consent.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications; and heritage statements

### **Policy D6: 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, or likely to affect the setting of, the City Walls designated as Scheduled Monuments will only be permitted where:

- i. they are accompanied by a Heritage Statement that clearly assesses the impact which the proposals are likely to have upon the elements and principle characteristics which contribute to their significance;
- ii. they are designed to be no higher than the city walls externally and not reduce their dominance;
- iii. they do not cause harm to those elements which contribute to the significance or the setting of York Walls; and
- iv. they are of the highest design quality which, where possible, enhances or better reveals the significance of York Walls.



## Explanation

- 8.29 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.
- 8.30 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 design interventions. 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.
- 8.31 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

## Delivery

- Key Delivery Partners: City of York Council; developers and English Heritage.
- Implementation: Planning applications; and heritage statements

## Policy D7: Archaeology

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

- 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;
- designed to avoid substantial harm to archaeological deposits; and
- 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.

## **Explanation**

- 8.32 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.
- 8.33 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.
- 8.34 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.

- 8.35 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.

### **Delivery**

- Key Delivery Partners: City of York Council; developers and English Heritage.
- Implementation: Planning applications; and heritage statements

## **Policy D8: Historic Parks and Gardens**

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

- do not have an adverse impact on the park's fundamental character, amenity, and setting or key views into or out of the park;
- 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
- are sensitive to the original design intention and subsequent layers of design and the functional evolution of the park or garden and do not prejudice any future restoration.

**See also Policy GI and GI2**

### **Explanation**

- 8.36 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.
- 8.37 English Heritage must be consulted on development proposals that affect a Grade I or II\* listed park or garden. The Garden History Society should be given the opportunity to advise on development proposals that affect a registered park or garden of any grade.
- 8.38 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.

### **Delivery**

- Key Delivery Partners: City of York Council; developers and English Heritage.
- Implementation: Planning applications.

## **Policy D9: City of York Historic Environment Record**

City of York Council will develop, 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.

Copies of all heritage statements and reports on archaeological interventions and/or of historic buildings, whether pre- or post-determination, must be deposited with the City of York HER.

### **Explanation**

- 8.39 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, including dissertations, conservation management plans, historic buildings assessments and other sources. 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](http://www.heritagegateway.org.uk)) and the website and online mapping of City of York Council (<http://localview.york.gov.uk/Sites/lv/>).
- 8.40 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.
- 8.41 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.
- 8.42 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

### **Delivery**

- Key Delivery Partners: City of York Council; developers, English Heritage; community groups, academic researchers; students; and the general public.

- Implementation: Planning applications; and heritage statements

### **Policy D10: The Significance of Non-Designated Heritage Assets**

Development proposals will be encouraged and supported where they are designed to sustain, enhance, and add value to the special qualities and significance of York's historic environment, including non-designated heritage assets.

The significance of non-designated heritage assets and their settings should be assessed in development proposals against the following criteria, namely the:

- special architectural or vernacular interest; and/or
- townscape and landscape significance; and/or
- historic interest; and/or
- artistic significance; and/or
- archaeological significance; and/or
- age and rarity; and/or
- community significance.

#### **Explanation**

- 8.43 The National Planning Policy Framework encourages Local Authorities to consider the significance of all heritage assets. The concept of describing and appraising the significance of listed buildings, conservation areas and other 'designated assets' is longstanding in legislation and guidance, and is to be protected through the application of other policies in this section. This policy however provides clear local criteria to help guide development decisions, enabling applicants and decision makers to better understand what is meant by 'significance' in relation to local non-designated heritage assets and their settings. Any development proposals that relate to non-designated heritage assets and their settings must be accompanied by an assessment of their significance in line with the criteria in Policy D10.
- 8.44 City of York Council has been working alongside a local community group (York Open Planning Forum) to establish a set of criteria to appraise and help establish a Local Heritage List for York. Local Heritage Assets contribute to York's special character, significance and sense of place, as defined in the Council's Heritage Topic Paper.
- 8.45 The policy will be supported by a Local Heritage List Supplementary Planning Document, its aims and objectives are to:
- recognise the importance of York's locally important buildings, monuments, sites, places, areas and landscapes to York's special character and significance;
  - add to the local community's knowledge and enjoyment of their historic environment;
  - promote the conservation, repair and enhancement of local heritage assets;
  - encourage owners, and the wider community, to take pride in the care and conservation of local heritage assets, for the benefit of present and future generations; and

- promote good design for development affecting local heritage assets that is appropriate to their special character and local significance.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and community groups,
- Implementation: Local Heritage List for York Supplementary Planning Document

## **Policy D11: Shopfronts**

Proposals to alter or replace existing shopfronts, or create new shopfronts will be supported where they:

- i. conserve and enhance the special qualities and significance of the building and area; and
- ii. relate well to their context in terms of design, scale, material and colour.

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

### **Explanation**

- 8.46 Well designed 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.
- 8.47 Where existing shopfronts are of indifferent or poor quality design, 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.
- 8.48 Dilapidated shopfronts should be repaired rather than replaced where they make an important contribution to the distinctiveness of the building or area.
- 8.49 Where there is a demonstrable need, well designed canopies will be considered where the shutter box is integrated with the shopfront and the design of the canopy relates well to the design of the building and street.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications.

## **Policy D12: Advertisements**

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

- i. are of a scale, design, material, finish, position and number that will not cause harm to visual or residential amenity, or to historic fabric, and will respect the appearance of a building or the street scene; and
- ii. will not create a public safety issue;

In addition, within conservation areas and on buildings identified as heritage assets, illumination will only be supported where the fittings, wiring and level of illumination is designed to preserve or enhance the historic character and appearance of the building and area.

**See also Policy D4 and D5**

### **Explanation**

- 8.50 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.
- 8.51 Advertisements should be designed and located to avoid conflict with the historic character and appearance of heritage assets including conservation areas or damage to historic fabric. 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 temporary signs advertising special one-off or annual events which promote the city's economy. Hanging signs, where appropriate, should generally be restricted to one on the each street frontage.
- 8.52 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. Exceptions would be made for properties which support York's evening economy.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications.

## **Policy D13: Security Shutters**

Suitably designed internal see-through shutters will be considered where other measures can be demonstrated to be inadequate and where there is justifiable need.

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. where they are externally demountable open mesh grilles; and
- ii. where they are of an appropriate scale and the design preserves the character and significance of the shopfront.

### **Explanation**

- 8.53 Solid roller shutters prevent out of hours window shopping, and can result in the appearance of 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.
- 8.54 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.

### **Delivery**

- Key Delivery Partners: City of York Council.
- Implementation: Planning applications.



## Section 9: Green Infrastructure

- 9.1 In planning positively for the creation, protection, enhancement and management of York's networks of green infrastructure it is essential that the Local Plan conserves and enhances York's landscapes, geodiversity, biodiversity and natural environment, recognising the important role of Green Infrastructure.

### **Policy GI1: Green Infrastructure**

York's landscapes, geodiversity, biodiversity and natural environment will be conserved and enhanced recognising the multifunctional role of Green Infrastructure in supporting healthy communities, cultural value, a buoyant economy and aiding resilience to climate change. This will be delivered as part of the Council's Green Infrastructure Strategy and subsequently through the following:

- i. the production of associated management plans to describe, protect and enhance York's biodiversity, with priority given to those designated as Sites of Importance for Nature Conservation (SINCs);
- ii. the delivery of the aspirations of partner strategy documents and action plans, including current regional strategies and any other plans formally approved by the Council as part of the Green Infrastructure Strategy;
- iii. the protection and enhancement of existing recreational open space in York, and through increasing provision in areas where a deficiency has been identified;
- iv. maintaining the integrity of existing green corridors and their role in the Green Infrastructure network and enhancing and extending it where possible through major new development; and
- 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.

Development proposals will be expected to demonstrate that Green Infrastructure considerations have been taken into account. in line with the criteria above,

**See also Policy GI2, GI3, GI4, GI5, GI6, RE1, ENV4, GB1**

### **Explanation**

- 9.2 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.
- 9.3 York's approach is to both continue to protect, enhance and extend where possible biodiversity 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 storage

and 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 infrastructure and cross-connections through York's neighbourhoods should also be encouraged. The Council will deliver a Green Infrastructure strategy in line with Policy GI1 which will be adopted as a Supplementary Planning Document. .

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Natural England; and community groups.
- Implementation: Green Infrastructure Strategy; planning applications; and developer contributions

### **Policy GI2: Biodiversity and Access to Nature**

In order to conserve and enhance York's biodiversity, any development should where appropriate:

- i. ensure 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;
- ii. take account of the potential need for buffer zones around wildlife and biodiversity sites, to ensure the integrity of the site's interest is retained;
- iii. result in net gain to, and help to improve, biodiversity;
- iv. enhance accessibility to York's Biodiversity resource where this would not compromise their ecological value, affect sensitive sites or be detrimental to drainage systems;
- v. safeguard, manage and enhance York's existing tree and woodland resource;
- vi. maintain and enhance 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 where this does not have a detrimental impact on the nature conservation value; and
- vii. maintain and enhance the diversity of York's Strays for wildlife.

**See also Policy GI1, GI3, GI4, GI5, GI6, RE1, ENV4, GB1, D1**

### **Explanation**

- 9.4 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.
- 9.5 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.

- 9.6 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 (2011), 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.
- 9.7 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.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Natural England; and community groups.
- Implementation: Green Infrastructure Strategy; planning applications; and developer contributions

### **Policy GI3: Green Infrastructure Network**

In order to conserve and enhance York's green infrastructure networks any development should where relevant:

- i. maintain and enhance the integrity and management of York's Green Infrastructure network, including its green corridors and open spaces; and
- ii. protect and enhance the amenity, experience and surrounding biodiversity value of existing rights of way, national trails and open access land; and
- iii. ensure the protection of the hierarchy and integrity of York's local, district and regional green corridors; and
- iv. create and/or enhance 'stepping stones' and new Green Corridors that improves links between existing corridors, nature conservation sites and other open space.

**See also Policy GI1, GI2, GI4, GI5, GI6, CC1, ENV4, GB1**

### **Explanation**

- 9.8 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.

- 9.9 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.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Natural England; and community groups.
- Implementation: Green Infrastructure Strategy; planning applications; and developer contributions

## **Policy GI4: Trees and Hedges**

Development will be supported where it:

- i. recognises the value of the existing tree cover and hedges, the contribution they can make to the quality of a development, their biodiversity value, and their assimilation into the landscape context;
- ii. 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;
- iii. retains trees and hedges 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.
- iv. 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; and
- v. supplements the city's tree stock with new tree planting where an integrated landscape scheme is required.

**See also Policy GI1, GI2, GI3, GI5, GI6, RE1, ENV4, GB1**

### **Explanation**

- 9.10 Trees and hedges 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 hedges, trees and overall tree cover are retained where they are of significant landscape, amenity, nature conservation or cultural value.
- 9.11 Trees and hedges 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 or hedge 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.

- 9.12 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.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Natural England; and community groups.
- Implementation: Green Infrastructure Strategy; Tree Strategy; planning applications; and developer contributions

### **Policy GI5: Protection of Open Space and Playing Pitches**

Development proposals will not be permitted which would harm the character of, or lead to the loss of, open space of environmental and/or recreational importance unless the open space uses can be satisfactorily replaced in the area of benefit and in terms of quality, quantity and access with an equal or better standard than that which is proposed to be lost.

Where replacement open space is to be provided in an alternative location (within the area of benefit) the replacement site/facility must be fully available for use before the area of open space to be lost can be redeveloped.

Development proposals will be supported which:

- provide allotments and productive land, to encourage local food production, and its benefits to education and healthy living;
- protects playing pitch provision except where a local area of surplus is indicated in the most up to date Playing Pitch Strategy;
- 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.

**See also Policy GI1, GI2, GI3, GI4, GI6, RE1, ENV4, GB1**

### **Explanation**

- 9.13 Open spaces, regardless of ownership, make a significant contribution to the character of York. These areas are also valuable in terms of supporting health and well-being, flood risk mitigation and helping to mitigate against climate change. It is therefore essential that these spaces are protected while allowing improvements to their recreational capacity and/or environmental value.

- 9.14 Open spaces protected under this policy include areas that are designated as open space on the proposals map. The Local Plan Evidence Base Study: Open Space and Green Infrastructure (2014) (or the most up to date study) includes an assessment of sites identified on the proposals map. It also identifies those wards with deficiencies in open space provision.
- 9.15 There is a presumption against the loss of open space of environmental or recreational importance. However, there may be circumstances where development proposals can enhance the character, use and visual amenity of open space, and provide ancillary recreational facilities or materially improve the recreational or biodiversity value of the site. Such proposals will be determined on a case-by-case basis on their merits and how they conform to sustainable development. Only proposals that respect the character of these areas and improve amenity, enhance biodiversity, improve sports facilities or increase public access will be supported.
- 9.16 Replacement sites/facilities should not increase any identified deficiencies in open space in the area of benefit where the original site is located. Consideration should also be given to how they link with the wider ecological network and enhance biodiversity. As part of any planning application involving the loss or replacement of an outdoor sports site/facility, the results of any relevant planning tools provided by the relevant statutory organisation for sport or national sports association should be provided to support the planning proposal.
- 9.17 In addition, the Playing Pitch Strategy (2013) or any future updates of the study 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 re-designated as junior pitches, where a deficiency has been identified.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and Sport England.
- Implementation: Planning applications; and developer contributions

### **Policy GI6: New Open Space Provision**

All residential development proposals should contribute to the provision of open space for recreation and amenity. The successful integration of open space into a proposed development should be considered early in the design process. The precise type of on-site provision required will depend on the size and location of the proposal and the existing open space provision in the area. Where there are deficiencies in certain types of open space provision in the area surrounding a proposed development, the Council will seek variations in the component elements to be provided by the developer in order to help to overcome them. Requirements will be calculated using the Council's up to date Open Space Assessment and will be in line with the Council's Green Infrastructure Strategy.

The Council will encourage on-site provision where possible but off site provision will be considered acceptable in the following circumstances:

- i. if the proposed development site would be of insufficient size in itself to make the appropriate provision (in accordance with the Council's standards) feasible within the site; or
- ii. in exceptional circumstances, if taking into account the accessibility/capacity of existing open space sites/facilities and the circumstances of the surrounding area the open space needs of the proposed residential development can be met more appropriately by providing either new or enhanced provision off-site. Where appropriate, the Council will seek to enter into a Section 106 agreement with the developer for the future management and maintenance of the open space provision, before granting planning permission.
- iii. On Strategic sites, where through strategic masterplanning agreements that provide for green infrastructure approaches which make accessible provision beyond allocated site boundaries. Open space standards as at Table 9.1 should still be used as a guide to overall provision.

In addition to the delivery of open spaces connected with development, new open space identified on the proposals map at:

- OS1: Land North of Manor CE Academy
- OS2: Land South West of Heslington Playing Fields
- OS3: Land to North of Poppleton Juniors, Millfield Lane, Poppleton
- OS4: Land at Temple Road, Copmanthorpe

Indicative strategic greenspace is identified, where appropriate, on strategic sites on the proposals map. The function of this greenspace is principally one of protecting the historic setting and character of the City, though other important functions including ecological impact mitigation have also informed the approach in some instances. This greenspace will be complemented by further on-site provision of local green and open space (as required in this and other relevant sections of the plan), and both should be planned cohesively in order, where appropriate, to:

- manage impacts on the cities historic character and setting;
- mitigate and compensate for ecological impacts, and provide for ecological enhancement;
- meet open space requirements arising from new development;
- accommodate drainage infrastructure, flood storage and attenuation;
- retain and enhance landscape and heritage features; and
- frame pedestrian and cycle linkage.

The precise delineation and extent of strategic greenspace will be set through detailed masterplanning and the planning process, and the areas indicated on the proposals map are a guide to general extent based on current understanding of site and other conditions.

**See also Policy GI1, GI2, GI3, GI4, GI5, CC1, ENV4 and GB1**

## Explanation

- 9.18 As part of the Local Plan process, the Open Space, Sport and Recreation Study (2008) has been updated with the Local Plan Evidence Base Study: Open Space and Green Infrastructure (2014). 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.
- 9.19 Proposals that require the delivery of open space through new development should explain how the proposed on-site provision and off-site contributions comply with the Open Space standards shown in the Table 9.1 below, the Local Plan Evidence Base Study: Open Space and Green Infrastructure (2014) and the City of York Commuted Sum Payments for Open Space in New Developments – A Guide for Developers (updated 1<sup>st</sup> June 2014) and any further updates of these studies.

**Table 9.1 Open Space Standards**

Category	Recommended Standard of Provision Across York	
Parks	0.18ha/1,000	
Natural/Semi Natural	2.13 ha/1,000	
Amenity	1.45 ha/1,000	
Children's Playspace*	0.48 Facilities /1,000	0.25ha/1000 (FIT Benchmark)
Teenager's Playspace *	0.21 Facilities/1,000	
Outdoor Sports Facilities	1.78 ha/1,000	
Allotments	0.29 ha/1,000	

\*incorporated into amenity open space

## Delivery

- Key Delivery Partners: City of York Council; developers; and Sport England
- Implementation: Planning applications; and developer contributions



## Section 10: Managing Appropriate Development in the Green Belt

- 10.1 The plan creates a Green Belt for York that will provide a lasting framework to shape the future development of the city. In managing development in the Green Belt the primary aim is to preserve and enhance the special character and setting of York and its villages.

### **Policy GB1: Development in the Green Belt**

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

- i. the scale, location and design of development would not detract from the openness of the Green Belt;
- ii. it would not conflict with the purposes of including land within the Green Belt; and
- iii. it would not prejudice harm those elements which contribute to the special character and setting of York.

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 & Ride facilities; or
- the reuse of buildings; or
- development brought forward under a Community Right to Build Order; or
- renewable energy schemes, where it can be proved that the location is necessary for technical reasons and wider environmental benefits can be demonstrated.

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.

**See also Policy GB2, GB3, GB4, D1, D2, GI1, GI2, GI3, GI4, GI5, GI6, H9, WM1, WM2 and CC1.**

### **Explanation**

- 10.2 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.

- 10.3 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.
- 10.4 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.
- 10.5 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.
- 10.6 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.
- 10.7 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.
- 10.8 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.

- 10.9 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.
- 10.10 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.
- 10.11 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.
- 10.12 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.
- 10.13 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.
- 10.14 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.
- 10.15 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).

10.16 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.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and landowners.
- Implementation: Planning applications.

### **Policy GB2: Development in Settlements “Washed Over” by the Green Belt**

Within the 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 only be permitted provided:

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

**See also Policy GB1, GB3, GB4, D1, D2**

### **Explanation**

10.17 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.

10.18 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.

- 10.19 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.
- 10.20 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.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and landowners.
- Implementation: Planning applications.

### **Policy GB3: Reuse of Buildings**

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

- i. the reuse does not have a materially greater impact than the present use on the openness of the Green Belt; and
- ii. the buildings are of permanent and substantial construction and are capable of conversion without major or complete reconstruction; and
- iii. the proposed reuse will generally take place within the fabric of the existing building and will not require extensive alteration, rebuilding or extension; and
- iv. the form, bulk and general design of the buildings are in keeping with their surroundings and sympathetic to the character of the building; and
- v. 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
- vi. there is already a clearly defined curtilage; and
- vii. where the proposal involves changing the use to residential, permission will only be granted where criteria i. to vi. are satisfied; and the building(s) are within 800m of a defined settlement limit.

**See also Policy GB1, GB2, D1 and D2.**

### **Explanation**

- 10.21 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.

- 10.22 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 Policy GB3. For more information on the Plan's approach to development which affects buildings of architectural or historic significance and their conservation please see Section 8 'Placemaking and Design'. 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.
- 10.23 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.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and landowners.
- Implementation: Planning applications.

### **Policy GB4: 'Exception' Sites for Affordable Housing in the Green Belt**

The development of affordable housing on "exception" sites in the Green Belt is not inappropriate development and will be considered where:

- i. the development contributes to meeting identified need as illustrated by an up to date housing needs assessment; and
- ii. the affordable housing is retained at an affordable price for future eligible households in perpetuity; and
- iii. the development is adjacent to the existing defined settlement limit or is well related to the existing residential development and amenities located in or adjacent to a clearly identified village or settlement; and
- iv. the development reflects the size 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 location of the development fits with the Plan's approach to delivering sustainable growth set out in the spatial strategy.
- The majority of development must be for affordable housing and the market homes the minimum required to make the scheme viable.
- Insufficient public subsidy is available.
- The market homes meet identified 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.

**See also Policy SS1, GB1, GB2, H10, D1 and D2**

### **Explanation**

- 10.24 The spatial strategy will help to address affordable housing needs across the city but given the high need demonstrated in the North Yorkshire and York Strategic Housing Market Assessment (2011) an exception policy is another important tool to meet 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 National Planning Policy Framework (2012) (NPPF) makes clear that 'limited affordable housing for local community needs under policies in a local plan' is not inappropriate development. 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.
- 10.25 Where no suitable site exists and a survey of need indicates a pressing affordable need, 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.
- 10.26 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 housing need.
- 10.27 The 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 NPPF. On sites where a proportion of the site is to be developed for market housing to provide cross subsidy, a detailed financial appraisal is required to demonstrate that the proportion of market housing proposed is the minimum required to ensure the viability of the scheme and that the value of the land is based on a realistic exception site land value, to prevent raising landowner's expectations and inflation of land prices.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; landowners; housing associations; and registered social landlords.
- Implementation: Local housing needs assessments; and planning applications.

## Section 11: Climate Change

- 11.1 The Local Plan has an important role in tackling climate change and delivering wider sustainable development goals in line with the National Planning Policy Framework (2012) (NPPF). This means delivering our social, economic aspirations and legal duties without compromising the environmental limits of York for current and future generations. This section outlines how York will tackle the challenges of climate change specifically through ensuring development that generates renewable/low carbon energy, uses natural resources prudently and is built to high standards of sustainable design and construction.

### **Policy CC1: Renewable and Low Carbon Energy Generation**

The generation of renewable and low carbon energy will be supported and encouraged within the context of sustainable development and responding to climate change. New developments will be required to incorporate renewable and low carbon sources of energy and energy efficiency.

Significant weight will be given to the wider environmental, economic and social benefits arising from renewable energy schemes together with individual and cumulative effects that schemes may have on:

- i. local communities and residential amenity resulting from development, construction and operation such as air quality, atmospheric emissions, noise, odour, water pollution and the disposal of waste;
- ii. the location in terms of the scale of the proposal, new grid connection lines, the visual impact on York's historic character and setting, the sensitivity of the surrounding landscape and proximity to air fields and other sensitive landuse;
- iii. national and internationally designated heritage sites or landscape areas, including the impact of proposals close to their boundaries;
- iv. nature conservation sites and features, biodiversity and geodiversity, including internationally designated and other sites of nature conservation importance, and potential effects on setting, habitats, species and the water supply and hydrology of such sites;
- v. the road network, taking account of the accessibility of the site by road and public transport and also the proximity to the renewable fuel source; and
- vi. agriculture and other land based industries.

The following sites are allocated for Renewable Energy (Solar Farms) and are identified on the proposals map:

- RE1:Knapton Moor 2, Wetherby Road
- RE2:Land to the North West of Hermitage Farm (a - b)
- RE3:Land at Harewood Whin, Rufforth (a-d)



Any application for renewable energy would need to meet the criteria above and consider the areas of potential and other technical requirements identified in the Council's most up to date Renewable Energy Study.

**See also Policy DP2, CC2, SS5, SS6, SS7, SS8 GB1 and GI1**

### **Explanation**

- 11.2 This policy provides an overarching support for renewable and low carbon energy schemes in line with National planning policy and will play an important role in supporting local and national plans and strategies to reduce carbon emissions. The inclusion of key planning and environmental criteria will ensure that any impacts of renewable / low carbon energy schemes on York's environmental assets are managed and mitigated. In addition, the impacts and cumulative impacts of any schemes on neighbouring authority areas will be discussed with the relevant authorities in order to meet a satisfactory outcome.
- 11.3 Policy CC1 encourages the development of renewable / low carbon energy generation. The recent Renewable Energy Study (2014) assessed the city's potential for generating renewable energy and concluded that there is potential to generate renewable energy from a variety of available sources including wind, solar and hydro. The study also assessed the impacts of such potential on the city and recommends potential areas where renewable energy could be considered in the future (and subject to further feasibility studies and full planning processes.)
- 11.4 This study also builds on the Renewable Energy Strategic Viability Assessment (2010), and reviewed the findings, expanded the range of technologies considered and applied further constraints to those areas previously identified as potential areas of search for renewable energy.
- 11.5 As part of the Renewable Energy Study (2014) there are a series of maps which highlight potential areas across the city that could be considered for renewable energy generation in the future. These maps are to encourage consideration of renewable energy generation only. It also does not preclude future projects that come forward that are not highlighted in this study. However all applications will need to meet Policy CC1.
- 11.6 To assist in the assessment of proposals coming forward the Council will encourage applicants to use Managing Landscape Change: Renewable and 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.
- 11.7 The policy also allocates potential renewable energy sites. These were deemed initially technically viable in the Renewable Energy Study (2014) and have willing landowners who wish to explore further the potential for generating renewable energy on these site (Subject to detailed feasibility and planning processes)

- 11.8 Policy CC1 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 within Policy CC2.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and renewable energy developers
- Implementation: Sustainable Design and Construction Supplementary Planning Document; sustainability statements; sustainable energy statements; and planning applications

## **Policy CC2: Sustainable Design and Construction**

All new development will be expected to consider the principles of sustainable design and construction and 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.

### **Sustainable Design and Construction of New Development**

Proposals will be supported where they meet the following:

- i. all new developments will be required to submit a Sustainability Statement including:
  - a Low Carbon Energy Strategy, and
  - an outline of how key principles for sustainable design and construction and operation will be achieved.
- ii. pre the introduction of the expected Housing Standards Review and zero Carbon targets, all new residential buildings should achieve Code for Sustainable Homes Level 4;
- iii. all new non-residential buildings should achieve BREEAM 'Excellent' (or equivalents);
- iv. all new developments will demonstrate as part of their Low Carbon Energy Strategy, how they will achieve current Part L standards of Building regulations, and how the zero carbon homes standards once introduced will be achieved (including Allowable Solutions). Developers will be required to achieve zero carbon standards through energy efficiency and carbon compliance on site. Where this is not technically possible or viable, developers will be expected to explore with the council meeting zero carbon standards through local off-site Allowable Solutions;
- v. Strategic Site allocation would need to undertake a BREEAM Communities Assessment (or equivalent);

### **Conversion of Existing Buildings and Change of Use**

- vi. applications for conversion of existing residential buildings or change of use to residential will need to achieve BREEAM Domestic Refurbishment 'Very Good' and non residential conversions or change of use will need to achieve BREEAM 'Excellent';

**Consequential Improvements to Existing Dwellings**

- vii. when applications are made to extend dwellings, proposals will be expected to demonstrate 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;

**District Heating and Combined Heat and Power Networks**

- viii. where technically viable, appropriate for the development, and in areas with sufficient existing or potential heat density, developments of 1,000 or more square metres or 10 dwellings or more (including conversions where feasible) should propose heating systems according to the following hierarchy:
- Connection to existing district heating networks.
  - Construction of a site wide district heating network served by a new low carbon heat source.
  - Collaboration with neighbouring development sites or existing heat loads/sources to develop a viable shared district heating network.
  - In areas where district heating is currently not viable, but there is potential for future district heating networks, all development proposals will need to demonstrate how sites have been designed to allow for connection to a future district heating network.

All of the above policy requirements are required unless it can be demonstrated that such requirements are not technically or economically viable.

**See also Policy DP2, CC1, SS5, SS6, SS7 and SS8**

**Explanation**

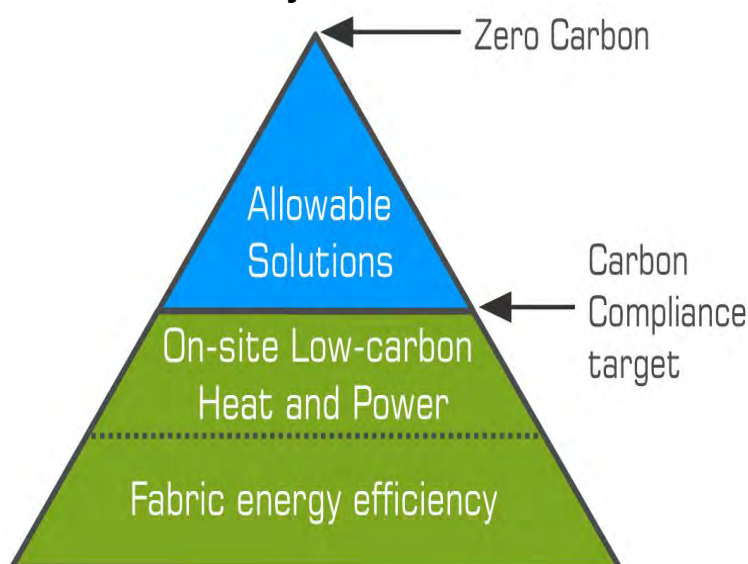
- 11.9 Policy CC2 aims to ensure that all new development in the City of York achieves high standards of sustainable design and construction, both in relation to carbon savings and also for wider sustainability goals of reuse of materials and prudent use of natural resources. A Sustainability Statement (including a Low Carbon Energy Strategy) 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 a clear sustainable energy strategy and calculations to meet fabric energy efficiency and carbon compliance targets, an account of how renewable / low carbon energy generation has been considered for the site, and respond to site characteristics, orientation and environmental constraints.
- 11.10 The government is committed to zero carbon standards for residential and non-residential buildings.

**Table 11.1: Timescales for Zero Carbon Standards**

Building Type	Timescale for Zero Carbon Standards
New residential buildings	2016
New non-residential buildings	2019

- 11.11 In order to achieve these targets the concept of the zero carbon hierarchy has been developed and is widely accepted by the construction industry as the most appropriate methodology for achieving these zero carbon targets. Figure 11.1 illustrates the zero carbon hierarchy methodology of first doing all you can with fabric energy efficiency, then doing all you can to provide on-site and low carbon heat and power and finally using “allowable solutions” to cost effectively compensate for any remaining carbon emission reductions required to achieve zero carbon.

**Figure 11.1: Zero Carbon Hierarchy**



### **Fabric Energy Efficiency**

- 11.12 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).

### **Carbon Compliance**

- 11.13 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.

### **Allowable Solutions**

- 11.14 The remaining emission reductions required for 2016 / 2019 zero carbon targets can be achieved via Allowable Solutions. This is because it is challenging to construct to standards that fully meet Zero Carbon targets cost effectively in many developments, even with efficient building performance. Allowable Solutions are mechanisms to allow developers in these cases, to make a payment into a fund to invest in approved carbon saving projects to fully compensate for any residual emissions.

### **Future Changes**

- 11.15 The Council will require new development to meet the Code for Sustainable Homes level in line with mandatory building regulations for carbon reduction unless the Code is abolished or replaced with an alternative equivalent national standard. In March 2014 following the Housing Standards Review the government announced its intention to consolidate many requirements of the Code into the Building

Regulations. This will require considerable changes to the Code and a reconsideration of its role.

- 11.16 Until these changes are finalised the Council will expect applicants to comply with the requirements of this policy. In the event that no equivalent standard is adopted development will still be required to comply with the energy hierarchy in meeting the Building Regulations.

### **BREEAM Communities**

- 11.17 This assessment method and standard helps professional design places that people want to live and work in, are good for the environment and are economically successful. This assesses the performance of a whole new development, not just its individual dwellings and therefore works best for large schemes such as those proposed on the Strategic Sites in the Plan.

### **Consequential Improvements**

- 11.18 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.
- 11.19 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.
- 11.20 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 non residential 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 CO<sub>2</sub> emissions that would result from the demolition/construction process.
- 11.21 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.

### **District Heating and Combined Heat and Power Networks**

- 11.22 The Department of Energy and Climate Change's (DECC) document The Future of Heating (2013) says "Local authorities are in the best position to undertake the Energy Master planning of areas suitable for heat networks and the initial assessment of the feasibility of projects. They are well placed to act as 'brokers', for example putting together prospective promoters of projects with prospective providers and customers for heat." In addition, local authorities are encouraged to consider low carbon and renewable heat networks through the National Planning Policy Framework (2012). The framework encourages local planning authorities to identify opportunities for development that can draw their energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.
- 11.23 The Low Carbon and Renewable Energy Capacity in Yorkshire and Humber (2011) and the Renewable Energy Study (2014) both identify the important potential contribution that combined Heat and Power (CHP) low carbon District Heating networks can play in City of York.
- 11.24 The Renewable Energy Study (2014) identifies those district heating schemes already operating in York, including The University of York, and the housing development at Derwenthorpe and there are CHP units in operation at Nestle and to be installed at York District Hospital from which district heat networks could potentially be explored. The Study also assesses the potential for all of the Strategic Site proposed through the Plan. Of these, four have high potential (ST5: York Central, ST7:Land East of Metcalf Lane, ST15:Whinthorpe and ST23:Derwenthorpe), Nine further sites have medium potential. As the study is based on the proposed strategic sites, their potential may change by the time an application is submitted and they would need reassessing in line with Policy CC2.
- 11.25 In addition through the Leeds City Region Strategic Heat Programme a York heat map has been created to illustrate where there could be potential for connecting existing networks and establishing future networks. Heat networks are most likely to be viable in areas of higher density which the heat map illustrates.
- 11.26 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 low carbon district heating networks on all major development sites, subject to technical and financial viability.
- 11.27 The Council encourages early discussions about the potential of connecting to / establishing new heat networks in any new developments in York. Before the formal planning stage is reached, the Council has an important role to support developers, in order to facilitate the development of district heating networks across the city. This support will be initiated when a developer comes in for a pre-application meeting, where it will be explained to them what is required to meet Policy CC2 and what assistance the Council can give.

11.28 In the future the council may also consider exploring the use of Local Development Orders in order to reduce costs and planning burden for the installation of district heating pipework.

11.29 When introduced, all new networks will also be expected to meet the CIBSE Code of Practice for Heat Networks, However, departures from the Code may be permitted if a specific request is made.

### **Sustainable Design and Construction Supplementary Planning Document**

11.30 A Sustainable Design and Construction Supplementary Planning Document will be developed to support and help achieve the requirements of this chapter covering renewable energy generation, sustainable design and construction, it will also contain climate resilience good practice and also consequential improvements and other relevant issues to ensure that the local plan meets the challenges of climate change and wider sustainable development goals..

11.31 Policy CC2 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 to support the City of York Councils Climate Change Framework and Action Plan and wider Sustainable City ambitions.

11.32 In previous Carbon Modeling carried out by Carbon Descent on behalf of the Council, this indicated that, without positive intervention to reduce emissions CO<sub>2</sub>, emissions in York will rise by around 31% by 2050<sup>1</sup> and highlights the substantial role that renewable energy / low carbon energy generation and energy efficiency measures in both the residential and non-residential development will need to play if the city is to meet the ambitious targets it has set by 2020 and 2050.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; and renewable energy developers
- Implementation: Sustainable Design and Construction Supplementary Planning Document; sustainability statements; sustainable energy statements; and planning applications

---

<sup>1</sup> Carbon descent 2010: Carbon modeling study for York.

## **Section 12: Environmental Quality and Flood Risk**

- 12.1 To prevent unacceptable risks from pollution, contamination, land instability and flooding, planning policies and decisions should ensure that new development is appropriate for its location. The planning system should also contribute to and enhance the natural and local environment and seek to secure a good standard of amenity for all existing and future occupants of land and buildings.
- 12.2 There are a number of areas within York where the Council is failing to meet its legal requirement to comply with national air quality objectives. Despite the introduction of two Air Quality Action Plans (AQAPs) the health based annual average NO<sub>2</sub> 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. 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
- 12.3 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. By allowing appropriate development and encouraging good design, planning policies and decisions should minimise the adverse impacts of development and, where possible, enhance the natural and local environment.

### **Policy ENV1: 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 as part of the development. For major developments a more detailed Emissions Strategy 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 concentrations 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



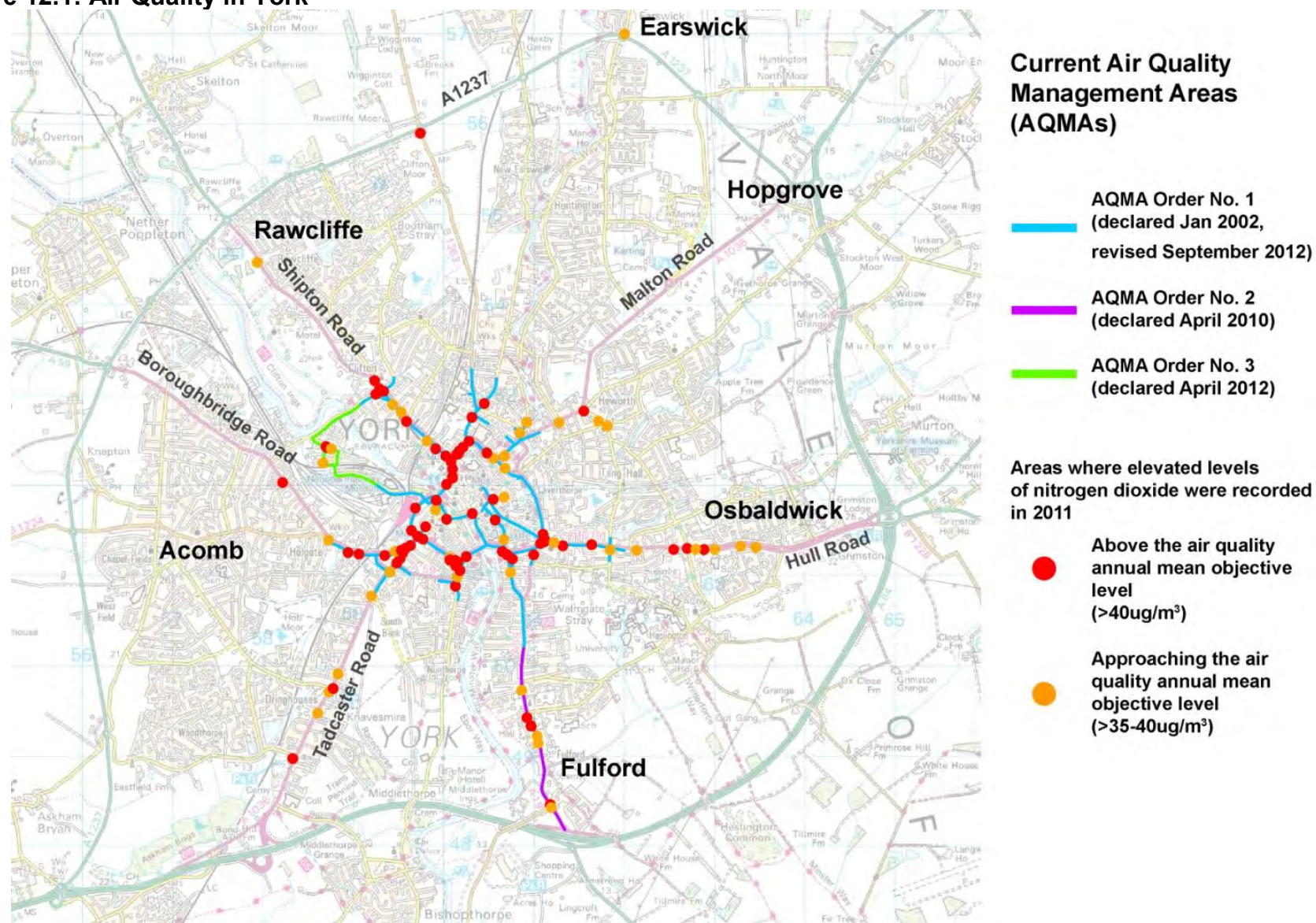
quality impacts will take into account factors such as the number of people affected, the absolute levels and the predicted magnitude of the changes in pollutant concentrations. The evaluation will also take into account of how the impacts relate to the requirements of local air quality principles.

**See also: T1, T2, T5, T7 and T8**

**Explanation**

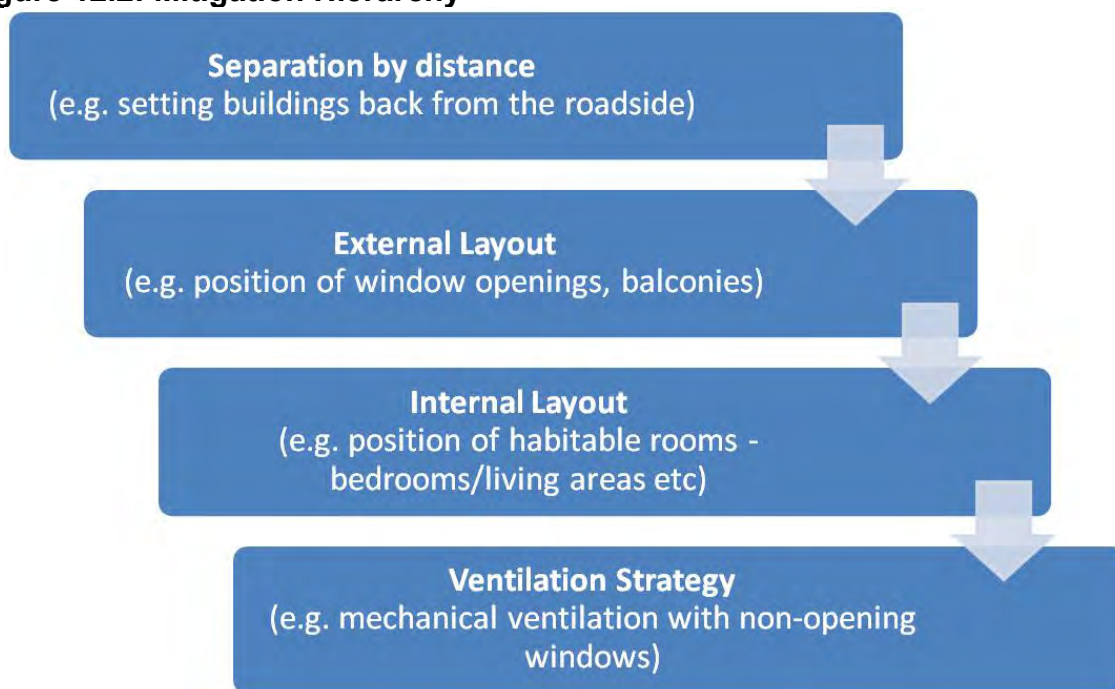
- 12.4 Figure 12.1 overleaf shows York's current Air Quality Management Areas (AQMAs) and areas where elevated levels of NO<sub>2</sub> have been recorded. During the lifetime of the plan, areas of air quality concern may change and further AQMAs may need to be declared in the future.

Figure 12.1: Air Quality in York



- 12.5 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 12.2 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 12.2: Mitigation Hierarchy**



- 12.6 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).

12.7 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.

12.8 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.

### **Delivery**

- Key Delivery Partners: City of York Council; and developers
- Implementation: Emissions Assessments/Statements; Air Quality Impact Assessments; Low Emission SPD; and planning applications.

### **Policy ENV2: Managing Environmental Quality**

Development will not be permitted where future occupiers and existing communities would be subject to significant adverse environmental impacts such as 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, including residential amenity, open countryside, local character and distinctiveness, and public spaces, must be accompanied by evidence that the impacts have been evaluated and the proposal will not result in loss of character, amenity or damage to human health, to either existing or new communities. This includes assessing the construction and operation 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.

### **Explanation**

- 12.9 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.
- 12.10 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.
- 12.11 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.

- 12.12 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 guidance will be provided in a Supplementary Planning Document.
- 12.13 Where the outcome of any assessment identifies that either the location or the proposed end use is unsuitable, mitigation measures 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 measures are set out below, however this is not an exhaustive list of measures 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.
- 12.14 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 cases 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**

- 12.15 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**

- 12.16 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.

- 12.17 Overall emissions to air from developments sites need to be considered. Please see Policy ENV1: Air Quality above.

### **Dust**

- 12.18 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**

- 12.19 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.

- 12.20 Common sources of complaint about artificial light include:

- domestic security lights;
- industrial and commercial security lights;
- sports lighting;
- car parks; and
- commercial advertising.

- 12.21 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 CO<sup>2</sup>, 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 ENV2 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. The City of York Streetscape Strategy and Guidance (2014) contains useful information on the use and design of streetlighting, security lighting and floodlighting.

### **Delivery**

- Key Delivery Partners: City of York Council; and developers
- Implementation: Planning applications.

### **Policy ENV3: Land Contamination**

Where there is evidence that a site may be affected by contamination as indicated at Figure 12.3 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.

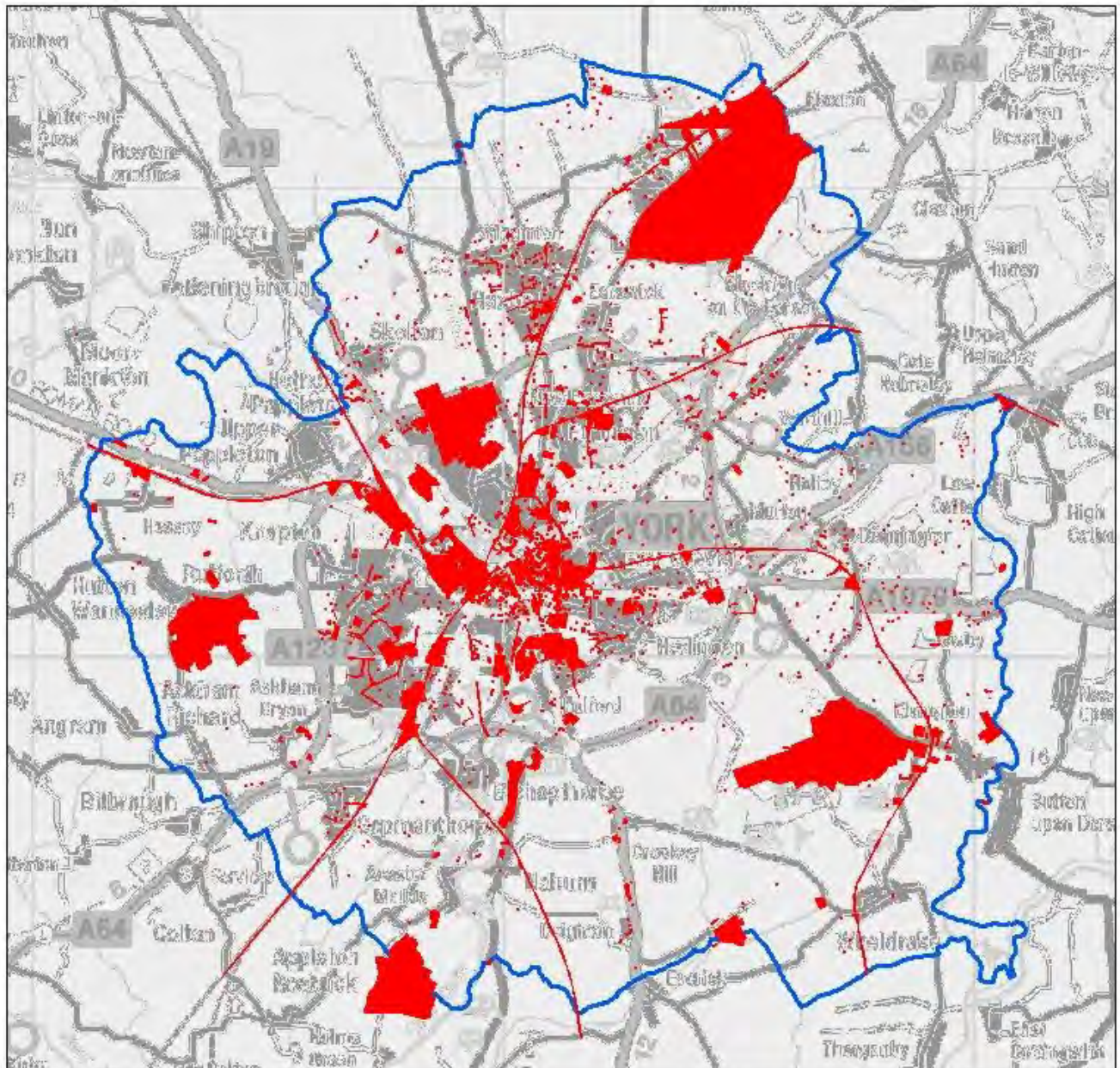
Development identified as being at risk will not be permitted where a contamination assessment does not fully assess the possible contamination risks, and / or where the proposed remedial measures will not deal effectively with the levels of contamination. Where proposals are acceptable in principle, 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.

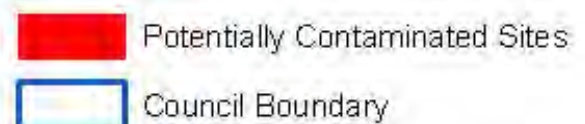
### **Explanation**

- 12.22 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 12.3 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 Environmental Protection team if you would like to see a larger scale version of Figure 12.3.



**Figure 12.3: Potentially Contaminated Sites in York**

Topographic Map: Ordnance Survey © Crown Copyright. All rights reserved City of York Council Licence No. LA 10020818



12.23 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 is updated annually and also provides technical guidance for developers, landowners and consultants to promote good practice for development on land affected by contamination.

- 12.24 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.
- 12.25 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.

### **Delivery**

- Key Delivery Partners: City of York Council; and developers
- Implementation: Contamination assessments; and planning applications.

### **Policy ENV4: Flood Risk**

New development shall not be subject to unacceptable flood risk and shall be designed and constructed in such a way that it mitigates against current and future flood events.

An assessment of whether proposed development is likely to be affected by flooding and whether it will increase flood risk locally and elsewhere in the catchment must be undertaken. The assessment of proposed development against its flood risk vulnerability and its compatibility with this vulnerability, as defined in the most up to date Strategic Flood Risk Assessment (SFRA), will determine whether development is appropriate, what detailed policies for the resultant flood zone classification, as stated in the SFRA will apply, and whether a further Exception Test (that makes provision for sites in a zone with a higher probability of flooding to be assessed against wider sustainability benefits, provided that the flood risk posed is controlled and mitigated to an acceptable level) is subsequently required.

Where flood risk is present, development will only be permitted the local planning authority is satisfied that any flood risk within the catchment will be successfully managed (through a management and maintenance plan for the lifetime of the development) and there are details of proposed necessary mitigation measures.

A Flood Risk Assessment must be submitted with any planning application where flood risk is an issue, regardless of its location within the Flood Zones. 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.

Areas of greater risk may be utilised for appropriate green infrastructure spaces.

### **Explanation**

- 12.26 The term “flood risk” is a combination of the probability and the potential consequences of flooding from all sources – including from rivers and the sea, directly from rainfall on the ground surface and rising groundwater, overwhelmed sewers and drainage systems, and from reservoirs, canals and lakes and other artificial sources.
- 12.27 The design and construction of development should take into account flood risk considerations in the National Planning Policy Framework (2012) (NPPF), the National Planning Practice Guidance and the most up to date City of York Strategic Flood Risk Assessment (SFRA).
- 12.28 The approach taken in the 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.
- 12.29 The Council will also take a sequential risk-based approach to determining the suitability of land for development in areas known to be at risk from any form of flooding to ensure that sites at little or no risk of flooding are developed in preference to areas at higher risk. The Council’s SFRA provides the basis for applying this test, to assess the nature of the development proposed against its flood risk vulnerability and its compatibility with this vulnerability.
- 12.30 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.
- 12.31 The level of detail provided within a flood risk assessment 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 (or its successor).

- 12.32 Flood risk mitigation measures will be assessed by the Local Planning Authority on a site-by-site basis
- 12.33 The Environment Agency's (EA) Ouse Catchment Flood Management Plan (July 2010) states that flood risk is not the same in all of the catchment. The Ouse catchment is, therefore, divided into ten sub-areas which have similar physical characteristics, sources of flooding and level of risk. This York sub-area covers the River Ouse from just upstream of York to Kelfield downstream. Policy Option 5 - Areas of moderate to high flood risk where the Environment Agency can generally take further action to reduce flood risk - has been selected for this sub-area, as the EA's vision is to reduce existing flood risk. Actions to implement the policy include:
- work in partnership to identify the requirements for improving the standard of protection at key locations;
  - with English Heritage identify flood risk to Scheduled Ancient Monuments;
  - work in partnership with City of York Council to reduce the risk of flooding from surface water;
  - 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; and
  - review the current pumping regime for pumping stations at Holgate Beck and Burdyke.
- 12.34 The City of York Local Flood Risk Management Strategy, due to be published in early 2015, will set out how many of these actions will be carried out.
- 12.35 Catchment Flood Management Plans are due to be incorporated within River Basin Management Plans under the Water Frameworks Directive
- 12.36 All full planning applications submitted should 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; and
  - 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.
- 12.37 The extent of information to be provided shall be proportionate to the type, scale and location of development and its potential associated flood risks.

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Environment Agency; and relevant internal drainage board(s).

- Implementation: Planning applications; Sustainable Design and Construction SPD; developer contributions; and flood risk assessments.

## **Policy ENV5: Sustainable Drainage**

For all development on brownfield sites, surface water flow shall be restricted to 70% of the existing runoff rate (i.e. 30% reduction in runoff), unless it can be demonstrated that it is not reasonably practicable to achieve this reduction in runoff.

Sufficient attenuation and long term storage should be provided to ensure surface water flow does not exceed the restricted runoff rate. Such attenuation and storage measures must accommodate at least a 1 in 30 year storm. Any design should also ensure that storm water resulting from a 1 in 100 year event plus 20% (minimum), to account for climate change and surcharging the drainage system, can be stored on the site without risk to people or property and without overflowing into a watercourse or adjacent areas.

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.

For new development on greenfield sites, surface water flows arising from the development, once it is complete (and including any intermediate stages), shall be no higher than the existing rate prior to development taking place, unless it can be demonstrated that it is not reasonably practicable to achieve this.

Sustainable Drainage System (SuDS) methods of source control and water quality improvement should be utilised for all new development, to minimise the risk of pollution. Such facilities should be provided on-site, or where this is not possible, close to the site.

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

In exceptional circumstances, where SuDS methods of source control and water quality can not be provided, it must be demonstrated that:

- i it is not possible to incorporate SuDS, either on site, or close to the site; and
- ii an acceptable means of surface water disposal is provided which does not increase the risk of flooding, does not damage existing environmental assets and improves on the current situation.

Measures to restrict surface water run-off rates shall be designed and implemented to prevent an unacceptable risk to contamination of groundwater. The type of SuDS



used should be appropriate to the site in question and should ensure that there is no pollution of the water environment including both ground and surface waters.

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

Existing land drainage systems should not suffer any detriment as a result of development.

### **Explanation**

12.38 The current City of York Strategic Flood Risk Assessment (2013) (SFRA) seeks to restrict surface water runoff from new development to below the extant run-off rates. Further details of how to calculate existing runoff rates are contained in the SFRA.

12.39 Examples of Sustainable Drainage Systems guidelines include:

- SUDS Manual (CIRIA C697).
- National Standards for sustainable drainage systems: Designing, constructing, operating and maintaining drainage for surface runoff, Defra, December 2011.

12.40 Where it can be demonstrated by the developer that the implementation of SuDS 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 subject to capacity) are proposed.

12.41 The design and construction of the development should:

- take into account existing land drainage systems; and
- where the development requires the severance or stopping-up of existing land drainage systems, the developer provide sufficient suitable mitigation measures

### **Delivery**

- Key Delivery Partners: City of York Council; developers; Environment Agency; and relevant internal drainage board(s).
- Implementation: Planning applications; Sustainable Design and Construction SPD; developer contributions; and flood risk assessments.

## Section 13: Waste and Minerals

- 13.1 City of York is making good progress in sustainable waste management. The Council's waste management strategy is to reduce waste going to landfill through various initiatives such as the provision of a full kerbside recycling service. The tonnage disposed to landfill has fallen consistently in recent years, and the recycling rate has increased. Other waste streams generated in City of York are commercial and industrial waste; construction, demolition and excavation waste; agricultural waste; hazardous waste; low-level non-nuclear radioactive waste; and waste water/sewage sludge. There are currently no active mineral workings in City of York, but there are resources of sand and gravel, brick clay, coal, oil and gas and coal-bed methane. Whilst these minerals are known to exist, it is not known whether they could be extracted economically and there has been no interest expressed by the minerals industry in working them during the preparation of the Local Plan.

### **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 capacity 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 North Yorkshire, City of York and North York Moors Minerals and Waste Plan, suitable alternative capacity for municipal waste and suitable capacity for all other waste streams, as may be required during the lifetime of the plan. Priority in identifying facilities in the City of York area 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 curtilages, 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

**See also Policy SS1, SS2, SS4, H1, D2, GB1, CC2 and DM1**

### **Explanation**

- 13.2 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 waste management 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 legislation, 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.
- 13.3 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. The preferred bidder for the contract to design, build manage and operate the new facility is AmeyCespa. North Yorkshire County Council has granted 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%. If this facility is delivered no other sites will be required for the treatment of residual municipal waste arising in the City of York Council area in the plan period.
- 13.4 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 submitted a planning application to expand the waste facilities at their Harewood Whin site. A decision on this application is expected later in 2014. 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 waste volumes are being disposed of 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.
- 13.5 The Joint Minerals and Waste Plan will identify suitable alternative capacity for municipal waste and suitable capacity 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.



- 13.6 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.

### **Delivery**

- Key Delivery Partners: City of York Council, North Yorkshire County Council; Waste Service providers; and Environment Agency
- Implementation: Joint North Yorkshire; City of York and North York Moors Minerals and Waste Plan; Sustainable Design and Construction Supplementary Planning Document; Inter-Authority Agreement with North Yorkshire Council; and planning applications

### **Policy WM2: Sustainable Minerals Management**

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 North Yorkshire, City of York and North York Moors Waste and Minerals Plan, Mineral Safeguarding Areas and policies to avoid sterilisation of resource by non-mineral development;
- iii. safeguarding, if appropriate, through the Joint North Yorkshire, City of York North Yorkshire and North York Moors Waste and Minerals Plan, strategic 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 North Yorkshire, City of York and North York Moors Minerals and Waste Plan, areas of sufficient quality for mineral extraction, in line with any agreed apportionments and guidelines. The allocation of any future areas sites in the City of York 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 or on existing utilities within the site;

- it is ensured that once extraction has ceased, high standards of restoration and beneficial after-uses of the site are achieved; and
- there are no significant climate change impacts.

**See also: Policy SS1, SS2, D2, GB1, CC2 and DM1**

### **Explanation**

- 13.7 The National Planning Policy Framework (2012) (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.
- 13.8 This can be adopted 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.
- 13.9 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 North Yorkshire, City of York and North York Moors Minerals and Waste Plan will identify Mineral Safeguarding Areas and set out policies to avoid sterilisation of such resources by non-mineral development. 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.
- 13.10 There are no existing mineral sites in York. The Local Aggregates Assessment has not presented specific evidence on aggregate mineral requirements for the York area. Furthermore there has been no recent interest expressed in the exploration or development of mineral resources in York. However, the Joint North Yorkshire, City of York and North York Moors Minerals and Waste Local Plan will examine the need for any provision in detail and any allocation of future sites or areas will only be considered and any planning applications will only be permitted where they meet the criteria set out in the policy.

### **Delivery**

- Key Delivery Partners: City of York Council; and North Yorkshire County Council
- Implementation: Joint North Yorkshire; City of York and North York Moors Minerals and Waste Plan; Sustainable Design and Construction Supplementary Planning Document; and planning applications.



This section looks at reducing the need to travel by promoting sustainable connectivity through ensuring new development has access to high quality public transport, cycling and walking networks.

GET YORK MOVING

## Section 14: Transport and Communications

- 14.1 An effective transport network enables people to access work, services, leisure and other facilities in an efficient and safe way. It also enables the efficient movement of goods, materials and information. It is, therefore, an important element in supporting economic growth and the growth of sustainable communities.
- 14.2 Transport policies have an important role to play contributing to this and also contributing to wider sustainability, environmental (including heritage) and health objectives. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. Planning policies and decisions should support a pattern of development which, where reasonable to do so, facilitates the use of more sustainable modes of transport, thus supporting reductions in greenhouse gas emissions and reducing congestion to levels below that which may otherwise be expected without such policies.
- 14.3 The transport policies of this Local Plan are consistent with the Strategic Themes of the City of York Local Transport Plan 2011-2031 which are:
- Provide Quality Alternatives (to the car)
  - Provide Strategic Links
  - Implement Behavioural Change
  - Tackle Transport Emissions
  - Improve Public Streets and Spaces

### **Policy T1: Sustainable Access**

Development will be supported where it minimises the need to travel and provides safe, suitable and attractive access for all transport users to and within it, including those with impaired mobility, such that it maximises the use of more sustainable modes of transport.

This will be achieved by:

- a. ensuring developments that can be reasonably expected to generate significant traffic movements are supported by frequent high quality public transport linking them to York's City Centre and other key destination, as appropriate: and
- b. requiring development proposals to demonstrate:
  - i. there is safe and appropriate access to the adjacent adopted highway;
  - ii. there are safe and appropriate links to local services and facilities, the surrounding walking, cycling and public transport networks (including, where appropriate, the Public Rights of Way (PRoW) network), and that these integrate into the overall development;
  - iii. they provide suitable access, permeability and circulation for a range of transport modes whilst giving priority to pedestrians (particularly those with impaired mobility), cyclists and public transport services;

- iv. they create safe and secure layouts for motorised vehicles (including public transport vehicles), cyclists, pedestrians that minimise conflict;
- v. they provide sufficient convenient, secure and covered cycle storage, ideally within the curtilage of new buildings, and
- vi. new roads or accesses through the development restrict access for, or otherwise discourage general motor traffic.

Where development is to be supported by frequent high quality public transport linking them to York's City Centre or other key destination, developers will be required to ensure the provision of such services from first occupation of the development for a period of up to 10 years, or five years after last occupation, whichever comes sooner. For all development, public transport services should be within reasonable safe walking and cycling travel distance of all parts of the development

In applying this policy it is recognised that in some circumstances developments will not be able to achieve these criteria (for example, in heart of foot streets area), so they can, subject to sufficient justification of effective accessibility (including taxis) being submitted by a developer, be relaxed. Also some developments may be of a sufficient size to warrant a higher degree of accessibility than would otherwise be required for its location.

**See also Policy DP3, D2 and DM1**

### **Explanation**

- 14.4 Careful choice of location and layout of new development, combined with appropriate design and management measures, including adequate provision for pedestrians, cyclists and users of public transport in all new development, can help to reduce the dependence upon private cars, providing a safer, and more sustainable (and in the case of walking and cycling, a more healthy) alternative means of travel for most members of the community either for leisure or more functional purposes. The layout and design of development will need to balance safety, convenience and attractiveness whilst addressing potential conflict between the different modes of transport.
- 14.5 Roads providing a new direct vehicular through route will generally not be supported, as these are likely to attract car traffic from more major roads. However, controlled through access for buses and cycles is encouraged and through routes that offer sufficient deterrent to general car traffic may be supported. Where any new through-route for all traffic is proposed, it is important that the potential impacts are minimised.
- 14.6 Developments that are likely to generate significant traffic movements include:
- Strategic Housing Allocations (i.e. sites over 5 ha);
  - New Settlement;
  - Strategic Employment Locations;
  - other residential development sites that are over 5 ha, and
  - residential development sites that are under 5 ha, but have more than 200 dwellings

- 14.7 Public transport (particularly buses) has a crucial role to play in meeting York's transport needs and embedding sustainable travel patterns from an early stage. This is particularly important for new settlements, urban and sub-urban extensions and development on the city's edge where key services and employment centres are not often within walking distance of housing. Guidance on the distance to public transport and the level of service provision for it to be considered accessible is given in Table 14.1 (overleaf).
- 14.8 The frequency criteria for public transport shall generally apply for the peak-hours of movement to and from the development and, for non-residential development, the main hours of operation of the resulting use. Outside of these peak periods a reduction in frequency may be supported, subject to suitable levels of access being maintained. In terms of public transport accessibility, appropriate contributions for off site improvements to ensure safe and convenient access to bus stops will be required as necessary.
- 14.9 The requirement to ensure the provision of public transport services from first occupation of the development for a period of up to 10 years, or five years after last occupation, whichever comes sooner, shall apply unless the developer can demonstrate this is not a viable option in terms of practicality and cost.
- 14.10 For public transport (bus services and infrastructure) to be considered to be 'high quality' vehicles should be 'ultra low emission vehicles' and bus stops should have:
- A bus stop pole and flag showing service number(s)
  - visibility impaired readable timetable, illuminated at night time
  - shelter (with seating)
  - proprietary bus-boarding kerbs
  - passenger transport information screen (real-time display)
- 14.11 Within large-scale major developments, particularly new settlements, extensions to sub-urban areas and urban extensions the following additional facilities should be provided for public transport (bus services and infrastructure) to be considered to be 'high quality':
- heating and information panels within shelters
  - off-bus ticketing machines
  - appropriate lighting and closed circuit television (CCTV) monitoring
  - cycle parking at bus stops
  - small-scale 'Park & Ride' car parking
- 14.12 For development in locations except 'Villages' and 'Rural' (see Figure 14.1) an existing or proposed cycle route can be considered to be within an appropriate distance of the development when it is within 50m.
- 14.13 For development in locations except 'Villages' and 'Rural', a five-minute walk time (nominally 400m via the most direct safe and accessible route) can be considered to be an appropriate walk time to local services and facilities. In a village location a

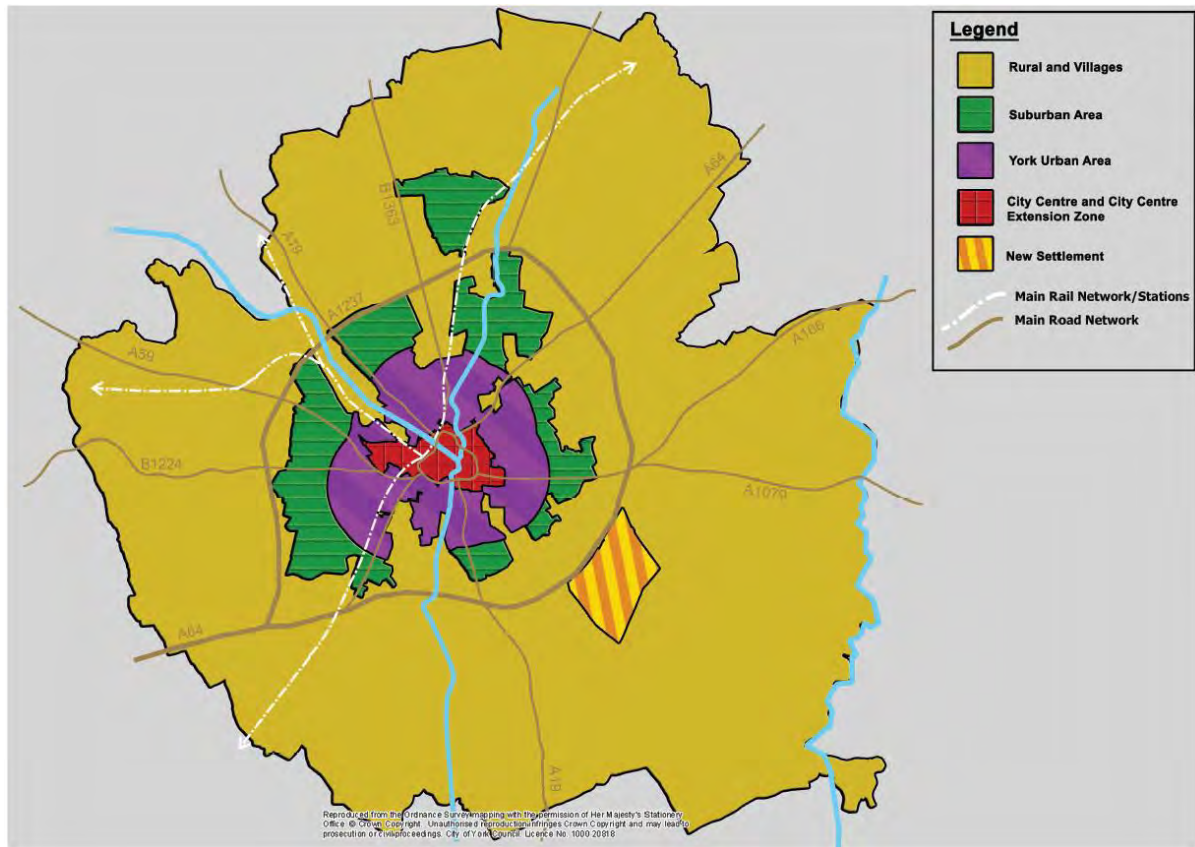
walk time to local services and facilities of 10 minutes (nominally 800m) can be considered to be appropriate.

**Table 14.1 Guiding Criteria for Determining Public Transport Accessibility**

<b>Location of Development (Zone) (see Figure 14.1)</b>	<b>Public transport accessibility</b>	
	<b>Distance to public transport to be considered reasonable</b>	<b>Level of public transport (bus) services to be considered frequent</b>
City Centre, City Centre Extension zones	<ul style="list-style-type: none"> <li>• a bus stop on frequent bus route(s) within 5 minutes walk time (nominally 400m)</li> <li>• a railway station within a 10 minute walk time (nominally 800m)</li> <li>• a railway station within a 15 minute cycle time (nominally 1.5km)</li> </ul>	<ul style="list-style-type: none"> <li>• every 10 minutes, or more frequent, (Mon – Sat, 07:00 – 19:00)</li> <li>• at least half hourly on Sunday (07:00 – 19:00)</li> </ul>
York Urban Area, major employment, retail and leisure destinations	<ul style="list-style-type: none"> <li>• a bus stop on frequent bus route(s) within 5 minutes walk time (nominally 400m)</li> <li>• a railway station within a 30 minute walk time (nominally 2.0km)</li> <li>• a railway station within a 15 minute cycle time (nominally 1.5km)</li> </ul>	<ul style="list-style-type: none"> <li>• every 10 minutes, or more frequent, (Mon – Sat, 07:00 – 19:00)</li> <li>• at least half hourly on Sunday (07:00 – 19:00)</li> </ul>
Urban Extensions	<ul style="list-style-type: none"> <li>• a bus stop on frequent bus route(s) within 5 minutes walk time (nominally 400m)</li> <li>• a railway station within a 15 minute cycle time (nominally 1.5km)</li> </ul>	<ul style="list-style-type: none"> <li>• every 15 minutes, or more frequent, (Mon – Sat, 07:00 – 19:00)</li> <li>• at least half hourly on Sunday (07:00 – 19:00)</li> </ul>
New Settlements	<ul style="list-style-type: none"> <li>• a bus stop on frequent bus route(s) within 5 minutes walk time (nominally 400m)</li> <li>• a railway station within a 30 minute cycle time (nominally 3.0km)</li> </ul>	<ul style="list-style-type: none"> <li>• every 10 minutes, or more frequent, (Mon – Sat, 07:00 – 19:00)</li> <li>• at least half hourly on Sunday (07:00 – 19:00)</li> </ul>
Sub-Urban and extensions to sub-urban area	<ul style="list-style-type: none"> <li>• a bus stop on frequent bus route(s) within 5 minutes walk time (nominally 400m)</li> <li>• a railway station within a 15 minute cycle time (nominally 1.5km)</li> </ul>	<ul style="list-style-type: none"> <li>• every 15 minutes, or more frequent, (Mon – Sat, 07:00 – 19:00)</li> </ul>
Villages	<ul style="list-style-type: none"> <li>• a bus stop on frequent bus route(s) within 10 minutes walk time (nominally 800m)</li> </ul>	<ul style="list-style-type: none"> <li>• every 30 minutes, or more frequent, (Mon – Sat, 07:00 – 19:00)</li> </ul>
Rural	<ul style="list-style-type: none"> <li>• a bus stop on frequent bus route(s) within 30 minutes walk time (nominally 2.5km)</li> </ul>	<ul style="list-style-type: none"> <li>• every 60 minutes, or more frequent, (Mon – Sat, 07:00 – 19:00)</li> </ul>
<b>Note</b> For all of the above the nominal walking distance shall apply to the actual distance to the stop or station via the most direct safe and accessible route		



**Figure 14.1 York Authority Area Zoning for Location of Development**



- 14.14 All development should be fully accessible to all groups within the community. However, people with mobility impairments (including sensory impairment), are often precluded from playing a full and independent role in society by the inaccessibility of land, buildings, transport and other facilities.
- 14.15 Lack of sufficient safe, covered and convenient storage space for cycles in new development, particularly in residential development, can deter people from owning and using a cycle.
- 14.16 With regard to the retention, diversion or extinguishment of PRowWs, and the retention or provision of other existing strategic or local cycle and pedestrian links developers should be aware that:
- Planning permission for development of land over which there is a public right of way does not itself constitute authority for interference with the right of way or its closure or diversion.
  - It is not sufficient that the making of an Order to divert/extinguish a public right of way, would facilitate the carrying out of the development. The Order must be necessary in the sense that without the Order development could not be carried out.
  - Development on the line of a public right of way must not be substantially complete before the legal process to divert or extinguish the path has been completed.



- The successful diversion/extinguishment of a right of way cannot be guaranteed by the Council, if objections or representations are received to the proposal and not withdrawn.
- Some existing strategic or local cycle pedestrian links which are not shown on any of the authority's highway records may well be considered to be unrecorded public rights of way, given the absence of a PRoW Definitive Map for much of the York local authority area. Routes such as these should be treated as PRoW and should be subject to the same provisions as for their alteration.

14.17 The design of new car parks should take full account of the requirements of people with limited mobility. In particular, disabled parking bays should be located as close as possible to either the facility concerned or the principal pedestrian route from the car park, and sufficiently generous space must be provided at these bays to accommodate wheelchair users. Further details are contained in the Council's parking standards.

14.18 The National Planning Policy Framework (2012) requires that development should be designed to incorporate facilities for charging plug-in and other ultra-low emission vehicles. This is consistent with the City of York Low Emission Strategy (2012). Unless it can be demonstrated that it would undermine the viability of developments, a recharging point should be provided for each off street parking space within the development.

### **Delivery**

- Key Delivery Partners: City of York Council; and developers
- Implementation: planning applications (Developer Obligations), City of York Council Capital Programme Network Rail investment programmes, Train Operating Company investment programmes, and public transport operator service changes (commercial and contracted services).

## **Policy T2: Strategic Public Transport Improvements**

Strategic public transport infrastructure, as listed below, and as identified on the Proposals Map (unless otherwise indicated), will be implemented in the short-term and medium-term timescales shown, and pursued in the long-term timescale shown:

### Short-term (2015-20)

- Enhancement of the following junctions and other highway enhancements to improve public transport reliability, principally through the Better Bus Area Fund (BBAF) programme:
  - Clarence St/Gillygate/Lord Mayor's Walk bus/cycle priority measures;
  - improve bus routing and waiting facilities adjacent to the memorial gardens in Leeman Road;
  - improved bus waiting and interchange facilities at Museum Street, St Leonard's Place, Stonebow, Pavement, and Rougier Street;

- A19 Bus Lanes and Designer Outlet Park & Ride access improvements (non-BBAF programme);
  - other targeted (non-BBAF programme) junction, highway or public transport infrastructure enhancements as set out in the Local Transport Plan 2011-2031 (LTP3) and subsequent investment programmes (not shown on the Proposals Map); and
- ii Further relocation and/or expansion of Park & Ride services in the city (including the 'Designer Outlet' Park & Ride facility;

#### Medium- term (2020-25)

- iii. Provision of a new railway station at Haxby;
- iv Provision of a new Park & Ride site at Clifton Moor (B1363 Wigginton Road) with associated bus priority measures on Wigginton Road (identified as a Park & Ride Opportunity Area on the Proposals Map):
- v. Enhancement of the following junctions and other highway enhancements to improve public transport reliability:
- Manor Lane / Hurricane Way link, Clifton, and
  - other targeted junction, highway or public transport infrastructure enhancements as set out in the City of York Local Transport Plan3 2011-2031 (2011) (LTP3) and subsequent investment programmes (not shown on the Proposals Map).

#### Long-term (2025-30)

The Plan will also pursue the following interventions:

- vi New railway stations / halts for heavy or light rail services (e.g. a station to serve the White Rose (York) Business Park and the former British Sugar / Manor School site, and York Central;
- vii implementation of further junction improvements and other highway enhancements to improve public transport reliability as, and additional to, those set out in the LTP3 and subsequent investment programmes (not shown on the Proposals Map, and
- viii The introduction of tram/train technology or other technology applications on appropriate rail routes (as shown on the Proposals Map).

**See also Policy DM1**

### **Explanation**

- 14.19 Preliminary transport modelling work undertaken using the City of York's strategic transport model predicts that the number of trips undertaken on the highway network overall could increase by approximately 2.1% per year, on average, over the Local Plan period. This is higher than predicted in national transport models, reflecting York's ambition for growth. This level of traffic growth could lead to significant delays being experienced on the radial routes into York, the outer ring road (A64 and A1237) and all routes within the outer ring road.
- 14.20 To mitigate this, the implementation of strategic public transport infrastructure, in association with service improvements seeks to encourage modal shift away from private motor vehicle use to more use of public transport. This offer enhanced

access for all members of the community to jobs, services and leisure opportunities and reduce reliance on private motorised transport for travel and hence minimise the increase in traffic levels arising from new development. The broad timescales for the delivery of these schemes shall match the anticipated growth in population and demand for travel in York over the plan period, and development-related opportunities.

- 14.21 Policy T2 identifies the principal strategic schemes that need to be delivered, but many more smaller projects with more local impacts will also be required, either individually or as part of larger projects. More detail is contained in the Infrastructure Delivery Plan (2014). York Railway Station is not included in this list as it is subject to a separate specific policy (Policy T3).
- 14.22 The development of new and improved public transport services and facilities will still need to satisfy policies throughout the plan in terms of protecting the built and natural environment and replacing amenities that may be otherwise removed by development.
- 14.23 For new Park & Ride sites, location is an important factor in ensuring its effective operation. Sites should ideally be:
- well signed;
  - adjacent to a major radial approach route;
  - on the edge of the built up area;
  - safe and easy to access;
  - outside any congested area to maximise the advantages of bus priority, and
  - adjacent to trip attractors (i.e. destinations in their own right) if there is a desire to attract non-Park & Ride passengers, particularly for 'back-trips', to the bus service. Siting trip generators (e.g. residential developments) near to bus stops at which Park & Ride services call could also attract non-Park & Ride passengers
- 14.24 Improvements or new facilities should include sufficient car parking for persons with disabilities, cycle parking and facilities for buses, taxis and where appropriate, coaches. Provision of car parking (other than for people with disabilities) should be determined through a transport assessment and travel plan. New or improved facilities should also incorporate suitable signage and traffic management measures to reduce potential conflicts.
- 14.25 The Council will support development proposals which bring about the improvement of existing railway stations and facilities or the provision of new existing railway stations and facilities, or bring about some other improvement which will be beneficial to the operation of the line. At new or improved rail stations the 'station environment' must provide safe and convenient movement to and between platforms and include other facilities, such as sheltered waiting and ticketing facilities, public transport information and sensitive lighting and landscaping.
- 14.26 The strategic public transport improvements in the longer-term are vital to widen the transport choices available to people who live in, work in or visit York as the larger residential and employment sites come on-stream.

- 14.27 More detail pertaining to how strategic public transport infrastructure is to be funded and delivered is contained in the Infrastructure Delivery Plan (2014)

### **Delivery**

- Key Delivery Partners: City of York Council; bus operators, Network Rail; train operating companies and developers
- Implementation: planning applications (Developer Obligations), City of York Council Capital Programme, Network Rail investment programmes, Train Operating Company investment programmes, and public transport operator service changes (commercial and contracted services).

### **Policy T3: York Railway Station and Associated Operational Facilities**

The Plan will support development that:

- i. enhances the Listed Grade II\* station and its setting that conserve and enhance its historic and natural environment, particularly those that improve the visual amenity at the station and its environs, to meet the demands of the modern rail customer;
- ii. increases the railway capacity at York Station (as identified on the Proposals Map) to meet changing demands on and capacity in the rail network, over the duration of the Local Plan period and beyond;
- iii. assists in the delivery of short-term public transport interchange improvements at the station (to be implemented through the current BBAF programme) in the short-term;
- iv. assists in the provision of a new public transport turn around and interchange facility as part of a general package of measures to improve access at York Station in the medium-to-long-term;
- v. consolidates public car parks and maintain an appropriate level of long-stay and short stay parking at the York Station, which is currently provided at several locations;
- vi. improves pedestrian access to, within and through the station, including, but not limited to:
  - links to the new interchange with further links from this to the south-western quadrant of the city centre;
  - links to the York Central site through the station (including pedestrian crossings of the lines);
  - links between the York Central site and the north-west quadrant of the city centre (including a new bridge over the River Ouse, east of Scarborough Bridge);
  - reduced pedestrian / vehicular conflict in Queen Street;
  - creation of public space at Tea Room Square;
  - improved way-finding and signage, and
- vii. safeguards land within the York Central site or in the operational railway land or adjacent to the York Central site for expanding the Siemens Trans Pennine Express depot.

## Explanation

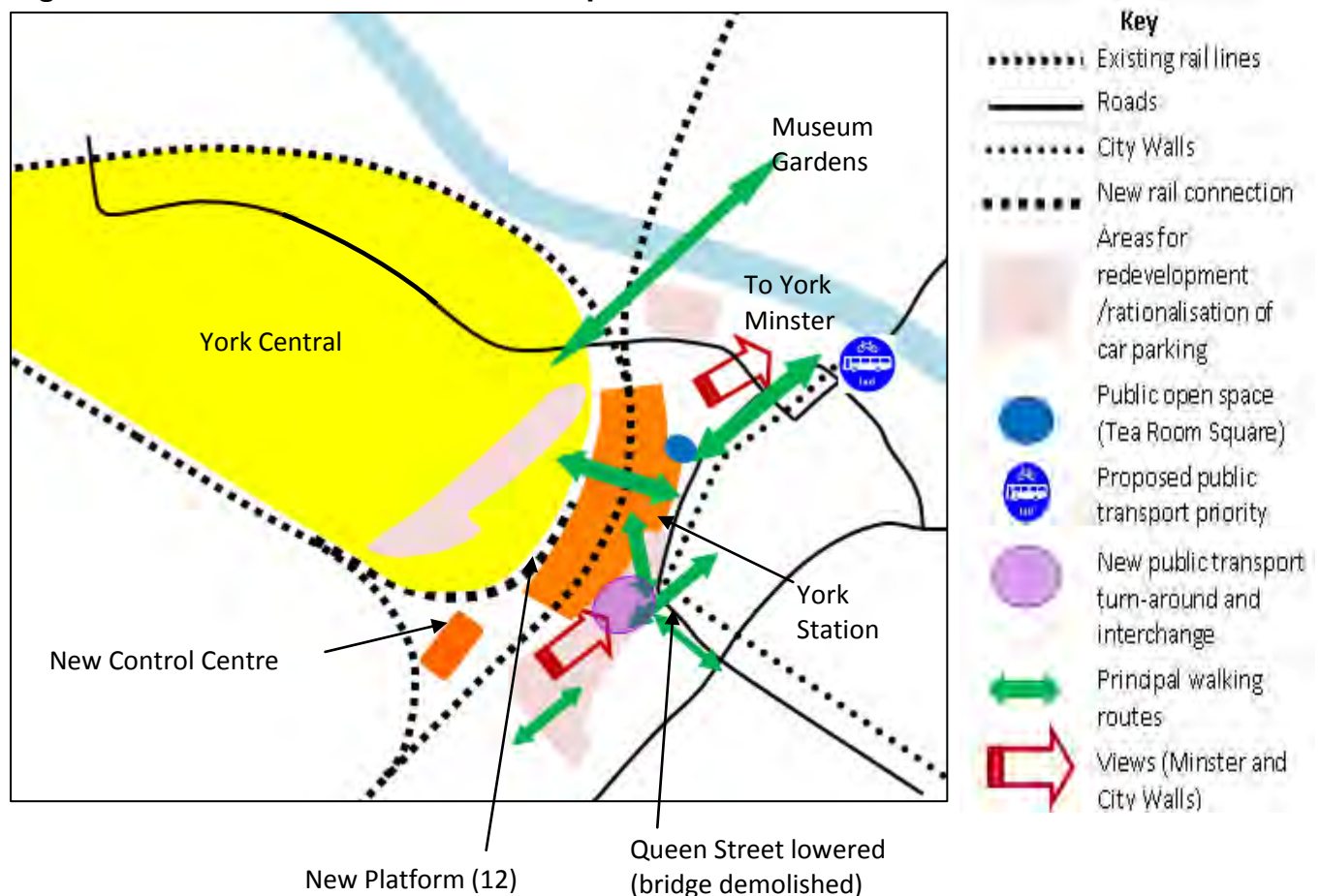
- 14.28 York benefits significantly from being in a strategic location on the UK's rail network. It has access to several high quality long distance networks and operations that serve the rest of the country, and is in a good central position being approximately midway between London and Edinburgh, with journeys to both cities taking around two hours and two-and-a-half hours respectively. Direct trains are available to many cities in the north of England e.g. Leeds, Manchester, Liverpool, and Sheffield, and Birmingham in the Midlands. York Station also serves as a major gateway to the historic city and is often the visitor's first introduction to the City of York.
- 14.29 By virtue of its short journey time to London via the East Coast Main Line, and easy interchange between King's Cross and St. Pancras, York is also well connected to mainland Europe by rail. The rail link to Manchester Airport enables it to also be linked to longer distance international travel by air. The importance of York's position on the rail network is evidenced by annual passenger flows of nearly 1million between York and London and over 1.1m between York and Leeds.
- 14.30 York is the second busiest station in Yorkshire and Humber (after Leeds) with 8% of the total trips. It is the busiest station in the North Yorkshire and York Sub-Region, with over 7.9 million footfall per annum.<sup>1</sup> (1.1 million being visitors), emphasising its role as a 'gateway' to Yorkshire.
- 14.31 Network Rail's 'Yorkshire and Humber Route Utilisation Strategy, 2009' forecast the future passenger demand levels and overall growth levels for the key markets. It predicted that the total number of passengers travelling to York will increase by 41% over the next 12 years (from 2009).
- 14.32 The national government has determined that the necessary capacity and quality improvements for future long distance north/south movements will be provided by a new high speed rail system, HS2. The proposed network would be Y-shaped up to Leeds and Manchester with onward links to the existing East and West Coast mainlines. When complete in 2033 it will provide a much faster connection to London and the continent for travellers from the Leeds City Region and the north of England. York will have a direct link with the new high speed line and sufficient capacity is required at the station to accommodate HS2 trains calling at it. Prior to the implementation of HS2, the Intercity Express Programme (to replace ageing Inter-City 125 HST train sets on the East Coast Main Line) is expected to start in 2018.
- 14.33 York Rail Station is one of the main interchange points in York, allowing bus-to-bus and bus-to-rail changes. However, bus stops in the vicinity of the station are amongst the most congested in the city centre in terms of vehicle arrivals per hour. There is currently no suitable place for buses approaching from the east to terminate and turn around for return journeys.
- 14.34 York station, will therefore, need to be upgraded in terms of capacity and facilities to meet the demands from these new services and anticipated growth. It also needs to have high quality access to it, within it and through it. The approach for this is shown in Figure 14.2.

---

<sup>1</sup> Office of the Rail Regulator Station Usage Data 2010/11

- 14.35 Short term public transport interchange improvements at the station will be implemented through the current BBAF programme. The Plan will also support proposals to provide a new public transport turn around and interchange facility as part of a general package of measures to improve access at York Station in the medium-to-long-term.
- 14.36 More detailed information relating to timescales and funding sources etc. for providing the necessary increase in rail capacity and facilities at York Station, such as increasing passenger numbers, high speed rail (HS2) and infrastructure and service improvements on the York-Leeds-Harrogate line (including a potential re-routing in to the station via the Freight Avoiding Line (FAL), a new chord and a new Platform 12), is contained in the Infrastructure Delivery Plan (2014).

**Figure 14.2 York Station Access Concept Plan**



- 14.37 Although any development proposals for the station and its environs must give due consideration to Listed Grade II\* status, it is acknowledged that in any operating station, changes have to take place to enable it to meet the demands of the modern customer and, therefore, it should not prevent proposals that are sympathetic to heritage of the station or its environs being put forward.
- 14.38 A Siemens Transpennine Express depot is currently located within the existing operational railway land to the north of Leeman Road and north-west of York Station (i.e. within the York Central site, see Policy SS9). The electrification of the

Transpennine Line, due to be completed by 2018, could result in more rolling stock being maintained at the depot, and may require it to be expanded and relocated.

## **Delivery**

- Key Delivery Partners: City of York Council, Network Rail, train operating companies and developers
- Implementation: planning applications (Developer Obligations), City of York Council Capital Programme, Network Rail investment programmes, Train operating company franchise investment requirements, public transport operator service changes (commercial, contracted and franchised services).

## **Policy T4: Strategic Highway Network Capacity Improvements**

Strategic highway capacity improvements, as listed below and as shown on the Proposals Map, will be implemented in the short-term and medium-term timescales shown, and pursued in the long-term timescale shown:

### Short-term (2015-20)

- i. James Street Link Road Phase II
- ii. Improvements to the following junctions (including approaches) on the A1237:
  - Haxby Road
  - Monks Cross
  - Great North Way
  - Strensall Road
  - Clifton Moor Gate

### Medium-term (2020-25)

- iii. Improvements to the following junctions (including approaches) on the A1237:
  - B1363 Wigginton Road
  - A19 Shipton Road
  - North Lane
  - B1224 Wetherby Road
- iv. Improvements to the following junctions with the A64:
  - A64/A1079/A166 Grimston Bar junction

### Long-term (2025-30)

- v. Pursue the upgrading of all-of the A1237 to dual-carriageway standard with at grade junctions.

The plan will also support the construction of accesses to major development sites to a suitable standard to form part of the City's strategic highway network as appropriate.

**See also Policy DM1**

## Explanation

- 14.39 James Street Link Road, linking Lawrence Street to Heworth Green, once complete will play a significant role in alleviating congestion on the Inner Ring Road (IRR). Currently, the James Street Link Road (Phase I) runs from Lawrence Street to Layerthorpe, and it alleviates some congestion on the IRR. James Street Link Road Phase II will extend the link to Heworth Green. The majority of this phase has already been effectively provided by the access road to 'The Forum' residential development off Heworth Green. However, a 90m (approx.) section remains to be constructed and its construction is one of the conditions applied to the Planning Permission for a development through which it is due to pass.
- 14.40 Capacity enhancements to the A1237 junctions will improve the through-flow of traffic across each junction and thereby improve the overall movement of traffic on the A1237, thus encouraging the transfer of cross-city private motor vehicle journeys away from radial routes through the city centre and its immediate surrounding area. This, in-turn, will enable complementary measures that encourage the use of more sustainable travel to be implemented on radial routes and other roads closer to the city centre.
- 14.41 In the longer-term, as more developments come on-stream further enhancements to the A1237 will be necessary to provide substantial additional link capacity to cater for the projected increases in traffic. This additional link capacity will improve traffic flow and journey time reliability along it such that it will draw more cross-city traffic away from the radial routes and inner urban routes.
- 14.42 The A64/A1079/A166 Grimston Bar junction is situated to the east of York's urban area approximately 3.5 miles from the boundary with the East Riding of Yorkshire. A substantial amount of the inward commuting road traffic into the York authority area comes from the East Riding of Yorkshire and this junction is the focal point for the majority of this traffic, before it either continues into York or travels beyond York. Improvements to this junction will provide the capacity required to meet the increases in traffic demand arising from growth in York and the East Riding of Yorkshire.
- 14.43 More detail with regard to the how strategic highway network capacity improvements are to be funded and delivered is contained in the Infrastructure Delivery Plan (2014).

## Delivery

- Key Delivery Partners: City of York Council, Network Rail, train operating companies and developers
- Implementation: planning applications (Developer Obligations) and City of York Council Capital Programme, East Riding of Yorkshire Council Capital Programme Highways Agency Programmes



## **Policy T5: Strategic Cycle and Pedestrian Network Links and Improvements**

Strategic cycle and pedestrian network links and improvements, as listed below and shown on the Proposals Map, will be implemented in accordance with the timescales shown, to encourage modal shift away from private motor vehicle use to more active and sustainable modes of transport:

### Short-term (2015-20)

- i. Pedestrian / cycle link from the former British Sugar site to York Central via Water End (see also Policy SS9:York Central)

### Medium-Term (2020-25)

- ii. Pedestrian / cycle bridge across the York-Harrogate-Leeds rail line to facilitate movement between the former British Sugar site and the York Business Park and access between platforms at a potential heavy rail or tram-train halt in the vicinity of the former British Sugar site and York Business Park.

### Long-Term (2025-30)

- iii. Pedestrian / cycle bridge across the River Ouse between Lendal Bridge and Scarborough Bridge, linking the York Central development site with the north bank of the River Ouse.
- iv. Pedestrian / cycle bridge across the River Ouse south of Lendal Bridge connecting Tanner Row with the north side of the River Ouse in between the Guildhall and City Screen
- v. Pedestrian / cycle bridges across the River Foss (as part of the re-development of the Castle / Piccadilly area).

### Throughout the plan period

- vi Other individual strategic cycle schemes as shown on the Proposals Map

The Plan will also support proposals that improve other cycle and pedestrian routes that are neither strategic network links nor routes included in the Proposals Map.

**See also Policy SS9 and DM1**

## **Explanation**

- 14.44 The Council has and is continuing to develop a comprehensive network of safe and accessible strategic cycle and pedestrian routes, principally to connect residential areas with employment areas and retail areas as well as other facilities and services. In some cases these routes are intended to connect strategic sites and other sectors of the city with the city centre. For example, the proposed bridge linking North Street to St Martin's Lane (North Street Gardens), just upstream from Ouse Bridge, is put forward as part of a strategy to increase pedestrian capacity over the River Ouse. It will provide enhanced pedestrian links with the principal bus stops serving the city centre at Rougier Street, the railway station and links with the National Cycle Route.
- 14.45 The strategic cycle route improvements are shown in the Proposals Map for delivery over the short-term and medium term. These have also been prioritised within the Council's capital programme and detailed further in the Infrastructure Delivery Plan.

- 14.46 Delivery of the strategic cycle and pedestrian network in the longer-term is expected to be through contributions or obligations associated with the realisation of larger development opportunities toward the end of the Local Plan period.
- 14.47 Local routes will be retained and enhanced, as appropriate, within or as part of new development in accordance with Policy T1 ii) to vi).

### **Delivery**

- Key Delivery Partners: City of York Council, East Riding of Yorkshire Council, Highways Agency, Leeds City Region Local Enterprise Partnership, York North Yorkshire and East riding Local Enterprise Partnership, Network Rail, train operating companies and developers
- Implementation: planning applications (Developer Obligations), City of York Council Capital Programme, Network Rail investment programmes, Leeds City Region Local Enterprise Partnership and York North Yorkshire and East riding Local Enterprise Partnership investment programmes, Train operating company franchise investment requirements and public transport operator service changes (commercial, contracted and franchised services).

### **Policy T6: Development at or Near Public Transport Corridors, Interchanges and Facilities**

To prevent the loss of disused public transport corridors of facilities that could otherwise contribute to sustainable access, and to make best use of the development potential around public transport corridors and facilities:

- i. new development will be not be permitted where it prejudices the reuse of disused public transport corridors or facilities, and where there is a reasonable prospect of:
  - the reopening of the transport corridor or facility for either heavy rail or light rail (e.g. tram-train) operation, or other form of 'guided' public rapid transport service; or
  - the re-opening of a heavy rail/light rail (tram-train) station or halt; or
  - the provision of a rail head/freight facility; or
  - the continued use or future use of the transport corridor as a walking or cycling route or as a route for horse-riding; or
  - the transport corridor either functioning or being able to function as a wildlife corridor; or
  - the transport corridor being reclaimed for use as a linear park.
- ii. higher density, mixed-use development will be supported in locations close to existing or proposed public transport interchanges or facilities provided that the development:
  - does not lead to a loss of amenity at the interchange or facility; or

- does not have a detrimental impact on the interchange or facility or the surrounding area, such that the long-term viability of services would be adversely affected; or
- does not prejudice the existing or future expansion of the interchange or facility to accommodate more services or modes (e.g. freight); or
- does not generate a demand for travel by private motorised vehicles that is likely to be unsustainable either in the location of the development or on the wider highway network; or
- does not have an adverse impact on the character, historic and natural environment and amenity of the area in the vicinity of the development.

### **Explanation**

- 14.48 The first part of this policy aims to protect disused public transport corridors and facilities to allow for the possibility of returning them to their former use, or for new uses such as footpaths, cycleways, bridleways or wildlife corridors because once such a resource has been lost it is unlikely to ever be recovered. Any planning applications for development on or affecting a disused public transport corridor should be accompanied by an assessment in order to establish whether there is any reasonable prospect of the corridor being brought back into use.
- 14.49 Disused public transport corridors or facilities that have been identified (in part) as having reasonable prospects for reuse for any of the purposes stated in Policy T6 i) are the former York-Beverley line, the former York-Selby line (Trans Pennine Trail / National Cycle Network Route 66) and the former Derwent Valley (Foss Islands) line (National Cycle Network Routes 658 / 66).
- 14.50 Even in their disused state, former public transport corridors perform a valuable function as wildlife corridors and habitats. Any new development should be carefully designed to minimise harm to these newly established habitats. Opportunities should also be pursued, where possible, to enhance flora and fauna, and provide to or enhance green infrastructure.

### **Delivery**

- Key Delivery Partners: City of York Council, Network Rail, train operating companies, Sustrans and developers.
- Implementation: planning applications (Developer Obligations), City of York Council Capital Programme Network Rail investment programmes, Train Operating Company investment programmes and Sustrans investment programmes

## **Policy T7: Demand Management**

To improve the overall flow of traffic in and around York City Centre, improve road safety, provide an environment more conducive to walking and cycling, and contribute to overall environmental quality:

- i. development that increases the number of long-stay (i.e. more than 4 hours parking) car parking spaces in and around the city centre will not be permitted;

- ii. development that is in compliance with the Council's up-to-date Parking Standards will be supported;
- iii. development that provides more designated parking spaces for lower-emission vehicles in city centre car parks will be supported, and
- iv. positive consideration will be given to development that facilitates vehicular access restrictions or changes to carriageway widths, alignments and surfacing materials, junction layouts, footway widths and materials and hard / soft landscaping in selected locations to reduce congestion, improve public transport journeys, ease pedestrian /cycle access across it and improve its streetscape.

**See also Policy ENV1 and T8**

- 14.51 The management and control of car parking spaces are essential components of an effective transport strategy. Parking control by both capacity and price has historically been, and will continue to be, used in York, where City Centre charges are used to encourage long-stay parking at Park & Ride sites or other more peripheral car parks and to support the local bus services. The Council will continue to support affordable access for short-term business and personal trips that are essential to the economy of the city. At the same time further work will be initiated to provide more designated spaces for lower emission vehicles in City Centre car parks, to try and improve air quality in the heart of York.
- 14.52 The NPPF sets out a range of issues that should be taken into account for setting local parking standards. The York Parking Strategy Review established that York's Parking Standards 'considered to be appropriate and in accordance with NPPF'.
- 14.53 Development will be expected to comply with the Parking Standards set out in a Parking Supplementary Planning Document. These may be amended to suit local conditions (in relation to a development's location, proximity to high quality accessible public transport, pedestrian and cycle routes and services and facilities) if it can be demonstrated that such amendments (including for cycle parking) covering, but not limited to, those listed below are appropriate:
- number of spaces;
  - general design and layout, and
  - safety, security and weather protection;
- 14.54 For development proposals requiring a travel plan, the submitted travel plan will need to ensure that it integrates parking with measures that encourage use of more sustainable forms of transport.
- 14.55 The Reininvigorate York initiative identifies schemes for turning Fossgate into a footstreet and intermediate improvements for Micklegate. Development that facilitates vehicular access restrictions or changes to carriageway widths, alignments and surfacing materials, junction layouts, footway widths and materials and hard / soft landscaping can provide a positive contribution to these schemes.
- 14.56 Opportunity will be taken to trial and permanently implement, as appropriate, measures that:
- improve public transport services and reliability;

- remove other appropriate through traffic movement;
- reduce congestion;
- improve the public realm;
- prevent further deterioration in air quality in the parts of the city where air quality threshold have been breached; and
- where possible, improve air quality.

14.57 Measures which help to change people's decisions about when they travel, where they go and the mode of travel they use have been pursued in York to complement capacity improvements and demand management measures. Many 'smarter choice' ideas have been implemented locally and nationally over the last decade or so to encourage changes in travel behaviour, providing very high benefits compared to costs, and this approach will continue into the future.

### **Delivery**

- Key Delivery Partners: City of York Council and developers.
- Implementation: Planning applications (Developer Obligations),

### **Policy T8: Minimising and Accommodating Generated Trips**

All development proposals that can be reasonably expected to have a significant impact on the transport network must be supported by a transport statement or by a transport assessment and travel plan, as appropriate, depending on the scope and scale of the development. The transport statement or transport assessment shall demonstrate:

- i. the number and distribution of trips by each mode likely to be generated by the development, particularly by private motorised vehicles, without mitigation measures;
- ii. the mitigation, or other measures to be put into place (through a travel plan or otherwise) to reduce the number of trips generated by the development, particularly by private motorised vehicles;
- iii. that any resultant new traffic (principally private car traffic) generated by new development can be safely accommodated on the local and strategic highway network, or can be made safe by appropriate transport infrastructure and service improvements, and
- iv. appropriate future monitoring arrangements in place to show the effectiveness of mitigation and an ability to increase mitigation measures, if required, to achieve or keep within agreed trip generation thresholds (either set through a travel plan or otherwise).

**See also Policy T1 and ENV1**

14.58 The NPPF states that a Transport Assessment (TA) or Transport Statement should support all developments that generate significant amounts of movement. This ensures that the full transport impacts of any proposal are assessed and understood, allowing for the appropriate mitigation measures to be implemented. A TA is a comprehensive and systematic process that sets out transport issues relating to a

proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport, principally through the implementation of a Travel Plan (TP).

- 14.59 The coverage and content of a TS, TA or TP will vary significantly depending on the size and type of development they are required to support. Guidance thresholds for the preparation of a TS TA or TP is contained in the Department for Transport's 'Guidance on transport assessment'. The Council reserves the right to request a TS, TA or TP in other instances, where the location and/or the nature of the development are considered to be particularly sensitive. In some cases where developments are in close proximity, a joint master travel management plan may be required.
- 14.60 A TP is a strategy for reducing travel demand in order to minimise the number of motor vehicles visiting a development. It should consider the traffic implications of journeys to and from the development and may cover issues including, but not limited to the following:
- setting targets for travel by means other than the private car
  - awareness raising, education and marketing
  - reducing the need to travel
  - incentivising the use of more sustainable forms of transport
  - measures to support walking, cycling and the use of public transport
  - measures to support the use of lower emission vehicles
  - integrating parking with measures that encourage the use of more sustainable forms of transport
  - personalised travel planning
  - restricting vehicular access (through traffic) in residential areas that would otherwise suffer loss of amenity due to increases in traffic arising from the development
- 14.61 TPs must also demonstrate how they are to be monitored and how mitigation measures can be increased if the plan falls short of its objectives.
- 14.62 Restricting vehicular access in residential areas could protect them against through traffic utilising residential streets to gain access to and from new development and could lead to them experiencing an improvement in their general environment. The use of Automatic Number Plate Recognition (ANPR) systems allied to automatic fixed penalty notices could be a potential measure to enforce and monitor infringements of such restrictions.

### **Delivery**

- Key Delivery Partners: City of York Council and developers.
- Implementation: Planning applications (Developer Obligations), Train operating company franchise investment requirements, public transport operator service changes (commercial, contracted and franchised services).

## **Policy T9: Freight Consolidation**

The Plan will support the development of a Compressed Natural Gas (CNG) fuelling station and Use Class B8 Freight Consolidation Centre at FC1: North of Mill Lane/West of A1237, Askham Bryan, as shown on the Proposals Map.

The plan may also support proposals for other Freight Consolidation Centres, subject to the proposal being in compliance with the other policies in the plan and the provision of:

- i.. a suitable evidence base (business plan) to demonstrate the financial viability of the proposal over the plan period;
- ii. a transport assessment demonstrating that:
  - a. the implications of traffic distribution arising from the transfer of traffic or vehicles to particular routes does not generate detrimental impacts that it is not feasible to mitigate, and
  - b. impacts on the local and strategic highway network are manageable and can be mitigated;
- iii. an evidence base to substantiate anticipated reductions in freight (and emissions), particularly in the city centre;
- iv. traffic management proposals that are achievable and 'lock-in' the anticipated benefits, and
- v. a travel plan demonstrating realistic opportunities for journeys to work being undertaken by more sustainable modes of transport.

14.64 A freight consolidation centre is, principally, a facility that enables disparate multiple deliveries, that would otherwise individually deliver to premises in the city centre, to be received, coordinated and consigned ready for dispatch for onward multi-drop delivery in a suitable vehicle or vehicles. This should result in fewer delivery vehicles in the city centre, thereby leading to reduced vehicle/pedestrian conflict and a city centre environment less dominated by heavy goods vehicles.

14.65 The establishment of freight consolidation centres can offer potential opportunities for using electric or other low-emission vehicles of an appropriate size for city pedestrian area deliveries that are compatible with maintaining pedestrian and vehicular movements in narrow streets.

### **Delivery**

- Key Delivery Partners: City of York Council; freight logistics companies; developers, city centre retailers and other businesses.
- Implementation: Planning applications (Developer Obligations), City of York Council Capital Programme and freight logistics companies.

## **Policy T10: Safeguarded Routes and Sites**

The following sites not otherwise stated in Policies T2, T3, T4, T5, and T9 will be safeguarded for future transport infrastructure:

- Crighton Avenue/Wigginton Road junction;
- Piccadilly/Castle Mills Bridge junction;
- freight sidings at Hessay;
- potential rail stations / halts at Strensall and York Hospital (if sufficient land is not available within the operational railway land).
- Sterling Road (widening for cycling facilities);
- site on land at end of Great North Way (for access to potential new rail station / halt (eastbound platform) serving the Former British Sugar / Manor School site and York Business Park); and
- site to the south of York Business Park (for footbridge (including ramps as necessary) between platforms to a potential new rail station / halt serving the Former British Sugar / Manor School site and York Business Park and a pedestrian link to York Business Park), and
- enabling the construction of grade separated junctions and cycle separated junctions on the A1237 (see also Policy T4).

- 14.66 Although transport infrastructure and other measures to be implemented has been identified in policies T2, T3, T4, T5, and T9 land will need to be safeguarded for them in order to protect them from other development that would otherwise prevent their delivery.
- 14.67 Land will need to be safeguarded for schemes not identified in policies T2, T3, T4, T5, and T9, in order to protect them from other development that would otherwise prevent their delivery.

## **Delivery**

- Key Delivery Partners: City of York Council and developers.
- Implementation: Planning applications (Developer Obligations), City of York Council Capital Programme, Network Rail investment programmes and Train Operating Company investment programmes,

## **Policy C1: Communications Infrastructure**

Proposals for high quality communications infrastructure will be supported where:

- i. mobile communications infrastructure is located at an existing mast or transmission site, where it is technically and operationally feasible, unless it is particularly visually intrusive and is available for use as a shared facility;
- ii. the development is of an appropriate scale and design and it is sited and designed to not have any adverse impact on residential amenity of people and properties and minimise its impact on visual amenity;
- iii. it will be available for use as a shared facility where possible; and



- iv. there are no significant or demonstrable adverse impacts that outweigh the benefits of the scheme, particularly in areas of sensitivity including the Green Belt, strays, green wedges, sites of nature conservation value, conservation areas, listed buildings and their setting and areas of high visual amenity including protecting key views.

In the interest of visual amenity and improvements to public realm, consideration should be given to the removal of communications infrastructure, including street facilities (equipment cabinets etc), when it ceases to be of operational benefit. In particular the Council will seek the removal and relocation of any visually intrusive masts particularly in the City Centre, as and when the opportunity arises. A planning condition should be used to implement the removal of redundant masts where appropriate.

Where proposals fall under permitted developments rights, operators are encouraged to notify the Council of any communications infrastructure installations, such as mobile phone antennas.

**See also Policy ENV2 and D2**

### **Explanation**

- 14.68 With the development of new and advanced services the demand for new infrastructure is continuing to grow. The Council supports the enhancement of communications infrastructure whilst at the same time seeking to ensure that the visual and environmental impacts are minimised. Given the special character of York the siting, appearance and visual impact of any telecommunications infrastructure is key and is particularly important for any applications for prior notification of proposed development in respect of permitted development rights, for which criterion ii) and iv) will be applied. It should be noted that not all permitted development requires prior approval. This can range in some cases from the installation of additional antennas on an existing radio mast, to the development of a whole base station on a building, including equipment cabinets and a set of antennas. Whilst there is no longer a statutory requirement to carry out 'licence notifications', operators are encouraged to continue to notify the Council of the installation of mobile phone antennas.
- 14.69 Preference and encouragement will normally be given to mast and site sharing where this is technically possible. However the cumulative impact of additional infrastructure being added to an existing site will need to be taken into account as part of the planning application process. In the interest of visual amenity for example a balanced view may need to be taken between the visual intrusions of adding to existing facilities compared to a new site.
- 14.70 Where new equipment is proposed, which cannot be located on an existing mast or site, at its preferred location, due to technical and operational constraints, operators will be required to provide evidence that they have explored the possibility of utilising alternative existing sites. This is of particular importance where the site falls within an area of sensitivity, such as the Green Belt strays, green wedges, sites of nature conservation value, conservation areas, listed buildings and their setting and areas of visual importance including key views, where developers will be requested to submit a feasibility study, carried out by a suitably qualified and independent professional, to justify the provision and location of the new facility. Proposals will be

approved wherever possible unless the adverse impacts on the special character of York significantly and demonstrably outweigh the benefits.

- 14.71 Planning obligations may be used to ensure that new sites are available for future mast sharing subject to technical and operational constraints. The rapid pace of technological change within the industry means that fewer installations may be required in the future and so it is important that redundant installations are removed and the site fully restored (including aftercare). Such obligations may also be used to require the expeditious removal of equipment and installations once they cease to be operational. In particular the Council will seek the removal of the visually intrusive masts in the City Centre, such as those masts on the BT Hungate and Cedar Court Hotel buildings as when the opportunity arises. These masts currently have a detrimental visual impact on the York Central Historic Core Conservation Area and former North East Railway Headquarters which is a Grade II\* Listed Building.

### **Delivery**

- Key Delivery Partners: City of York Council; telecommunications providers and developers
- Implementation: Planning applications (Developer Obligations) and telecommunications providers.



This section looks at how the Council will make sure that developers build the right type of building in the right place whilst making sure that important parts of the environment aren't damaged. It also sets out how the Council can check whether the rules set out in this document are used and whether they work towards making York a better place.

DELIVERY AND REVIEW

## Section 15: Delivery and Monitoring

### Delivery

- 15.1 York's Local Plan has been prepared by the Council but it is the spatial expression of the Without Walls Partnership's Strategy for York (SfY). The Local Plan will help to deliver the aims and objectives of the SfY and it will be critical to work with the Without Walls partners to deliver these common objectives. As well as reflecting the SfY objectives the Local Plan will have been prepared with the involvement of the public and a wide range of other stakeholders at various stages in its production. The stakeholders include statutory consultees such as Natural England and the Environment Agency; local community groups and organisations; developers and landowners; and public sector bodies and agencies. The delivery of the Local Plan will be dependent on the involvement of many of these organisations. The key ways of delivering the strategy are as follows.

#### Further Policy Development

- 15.2 For some Local Plan policies further detail will need to be set out in other supporting documents, such as supplementary planning documents (SPDs). The Council will prepare these documents with the involvement of key stakeholders and the wider public in accordance with the *Statement of Community Involvement (2007)*.

#### Private Developers

- 15.3 Most of the Local Plan objectives will be delivered through new private sector development. The Council will work with the private sector to ensure that development comes forward which fits with the vision and objectives of the Local Plan and to balance policy requirements with site viability.

#### Planning Applications

- 15.4 The Council will have a role in delivering the SfY through many of its Council functions such as education, leisure and waste. However, a key role will be as the local Planning Authority for the determination of planning applications. Planning decisions will be made by the Council in accordance with the vision, objectives and policies set out in the Local Plan and other supporting documents (e.g. the Strategic Flood Risk Assessment and SPDs). The public will have the opportunity to comment on applications in line with the processes set out in the *Statement of Community Involvement (2007)*.

#### Service Delivery

- 15.5 In preparing the Local Plan, the Council has considered the requirements of other public service providers. Delivering many of these services will be critical to delivering the Local Plan objectives. The Council will continue to work with these service providers in delivering the Local Plan. In some cases this will be done through the Without Walls Partnership.

#### Essential Infrastructure

- 15.6 An essential element of delivering the Local Plan will be the implementation of key pieces of infrastructure. Developers will, in addition to providing the infrastructure to service their development and mitigate their direct local impacts, be required to

contribute to the provision of infrastructure necessary to ensure their development achieves wider Local Plan objectives, and is in line with the principles of sustainable development. Some elements of strategic infrastructure are considered to be essential to address the cumulative impacts of development across the city as a whole and, therefore, relate to every development that comes forward in the plan period. It may, therefore, be appropriate to collect contributions (or a levy) on a city-wide or area basis in order to help fund infrastructure that will be required to deliver all future development or all development in a particular area of the city, subject to the requirements and limitations of legislation

- 15.7 It will not be possible to fund, and hence deliver all essential infrastructure, particularly major schemes such as strategic transport projects, through developer contributions alone. Therefore, in addition to developer contributions some infrastructure will be delivered by the infrastructure provider through securing either public sector funding or private finance.
- 15.8 It is likely that all development will require a certain level of new infrastructure provision. However, certain elements of strategic infrastructure are considered to be essential to deliver the overall level, location and type of development identified in York's Local Plan. Essential strategic infrastructure is anticipated to fall within the following broad categories:
- transport;
  - utilities;
  - health facilities;
  - emergency services;
  - affordable housing;
  - flood mitigation;
  - waste facilities;
  - education;
  - green infrastructure including open space; and
  - community facilities.
- 15.9 In consultation with infrastructure providers the Infrastructure Delivery Plan (IDP) identifies the essential infrastructure required to support the Local Plan and outlines how this will be funded. Where developer contributions are required these will be sought in accordance with Policy DM1 of this Plan below. Further details on the level and type of contribution will be set out in a future planning document on infrastructure and contributions.

### **Policy DM1: Infrastructure and Developer Contributions**

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

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

The Council will seek contributions from developers to ensure that the necessary infrastructure is in place to support future development in York. Contributions will be sought to fund strategic infrastructure that helps to deliver the Vision, Spatial Strategy and Objectives of the Local Plan, as well as specific infrastructure that is necessary to deliver an individual site.

The required strategic infrastructure, the timescale for its delivery and the anticipated funding streams for its provision (including the role of S106 contributions and CIL) are set out in a supporting Infrastructure Delivery Plan.

### **Delivery**

- Key Delivery Partners: City of York Council; and developers
- Implementation: planning applications (Developer Obligations) , City of York Council Capital Programme and public transport operator service changes (commercial and contracted services).

### **Explanation**

- 15.10 This policy is concerned with ensuring that the physical, social and green infrastructure needed to support the amount and distribution of development proposed is delivered. It is critical that new development is supported by appropriate infrastructure to ensure the creation of sustainable communities. The Council is committed to the comprehensive delivery of the Local Plan and the National Planning Policy Framework. A key element of delivery will be to ensure that the infrastructure needed to support development is provided and funded.
- 15.11 Infrastructure will be funded from a mix of sources including Council budgets, national Government funding, funding from other public bodies and agencies, as well as developer contributions. Developers will be required to contribute to the provision of infrastructure necessary to mitigate the local impacts of their development and ensure their development achieves wider objectives of the Local Plan, in line with the principles of sustainable development. The Council will prepare a further planning document which will set out the mechanism through which developer contributions will be sought.
- 15.12 Planning obligations (including contributions) will be sought in accordance with Government policy. Recent legislation has resulted in some reforms to restrict the use of planning obligations coming into effect and others that took effect from April 2014. For example, Part 11 of the Planning Act 2008 provided for the introduction of the Community Infrastructure Levy (CIL) and the Community Infrastructure Regulations, 2010 set out the detail of how CIL will be used to charge and pool contributions from a variety of new developments to fund infrastructure. The Council will consider what it will charge (and collect) contributions on a city-wide or area basis in order to help fund certain elements of strategic infrastructure that will be required to deliver all future development or the development of a particular area of the City. However under the CIL regulations, the Council's ability to pool S106 contributions will be limited, post April 2015.

- 15.13 The implementation of the Local Plan will be supported by the Infrastructure Delivery Plan (IDP). The IDP identifies future infrastructure requirements in more detail and sets out when and how they will be delivered, as well as how they will be funded. The IDP also sets out the type and amount of developer contributions required toward, but not limited to, the provision of the types of site specific and strategic infrastructure listed below, with a principal focus on strategic infrastructure:

*Create Jobs and Grow the Economy*

- low emission improvement measures

*Get York Moving*

- sustainable transport – including pedestrian, cycle and public transport schemes;
- transport infrastructure schemes; travel behavioural change measures; travel plans; and appropriate parking provision;

*Build Strong Communities/Get York Building*

- affordable housing
- community facilities
- education (including local employment and training initiatives)
- sports pitches
- CCTV
- healthcare facilities
- emergency services
- utilities
- public realm improvements
- protection and improvement of the historic environment
- public art

*Protect the Environment*

- green infrastructure including public open space (including sports pitches)
- drainage and flood protection measures
- renewable energy schemes
- waste facilities
- land contamination
- environmental improvements.

- 15.14 For the 'Get York Moving' elements, preliminary transport modelling predicts that the number of trips undertaken on the highway network overall could increase by approximately 2.5% per year, on average, over the Local Plan period and could leading to significant increases in delay on it. The council will, therefore, work with developers and other organisations to deliver higher levels of investment in transport infrastructure and services, over and above that which is:

- committed or programmed;
- required to access development, or

- required to mitigate the direct local impacts of development.
- 15.15 Strong emphasis will be placed on providing improvements to public transport and more active forms of transport, particularly as access to these forms of transport were key considerations in determining the accessibility of sites for their allocation within the plan. However, it is also acknowledged that major enhancements to the highway network will also be necessary.
- 15.16 Much of the infrastructure will be delivered in accordance with other policies in the Local Plan, for example Policy CF1 'Community Facilities', Policy T2 'Strategic Public Transport Improvements,' and Policy GI6 'New Open Space and Recreation Provision', and relevant Supplementary Planning Documents (SPDs).
- 15.17 It is recognised that contributions should not prejudice the delivery of sustainable development that supports the Local Plan. If it is claimed that a development is unable to support the costs of contributions (other than those essential to allow the development to proceed) then this would be the subject of negotiations (see also Section 5). In such cases, the developer will have to demonstrate non-viability via an 'open book' approach. Normal development costs and the costs of high quality materials and urban design considerations are universally applicable and will not be allowed for in negotiations to reduce contributions.

## **Monitoring**

- 15.18 Preparation of the Local Plan is part of an ongoing process that must involve monitoring the success and progress of its policies to make sure it is achieving its objectives and making necessary adjustments to the plan if the monitoring process reveals that changes are needed. This enables the Local Plan to maintain sufficient flexibility to adapt to changing circumstances.
- 15.19 It is essential that the Local Plan allows mechanisms to:
- monitor the strategy's preparation and outcomes by reviewing its performance, effectiveness and relevance; and
  - manage its implementation by taking early action to overcome barriers to delivery, or reviewing the strategy to meet changing circumstances.
- 15.20 The Plan's general objectives are outlined in Section 3 'Vision' of the Local Plan. These inform a series of targets, on which the individual policies are based. The targets are shown at Table 26.1 below. Additionally, as the Local Plan has been developed, the policies and proposals have been assessed against key objectives and targets included in the Sustainability Appraisal, to assess their contribution towards promoting sustainable development.
- 15.21 A key requirement of the Planning and Compulsory Purchase Act 2004 was the production of an Annual Monitoring Report (AMR) which sets out the progress in moving towards a Local Plan (formerly Local Development Framework) and the implementation of policies. However, the Localism Act 2011 removed the requirement for local authorities to prepare and submit an AMR to Government, although local authorities still retain the overall duty to monitor issues relevant to the



development and implementation of planning policies. Therefore, the AMR approach will still form the basis of the monitoring process for the Local Plan.

- 15.22 Since the withdrawal of guidance on local plan monitoring and the subsequent changes through the Localism Act, it is a matter for each planning authority to decide what to include in their monitoring reports, whilst ensuring that they are prepared in accordance with relevant UK and EU legislation. The Council is no longer required to report the former National Core Output Indicators, although it is important to ensure that data on key issues such as housing and employment can be reported on a consistent basis to enable comparison at regional and national level. Authority Reports (AR's) replace AMRs, which focus on what is most appropriate to the communities, in the interests of transparency.
- 15.23 Table 15.1 at the end of this section outlines indicators for each policy, showing how progress against the objectives and targets will be measured. The table also indicates how each policy will be implemented and the partners involved in its delivery. It is centred on the monitoring undertaken through the Council's AR and its requirement to undertake monitoring of its policies.

## **Risks and Contingencies**

- 15.24 In considering the delivery and monitoring of policies it is important to identify any risks that might impact on delivery and to consider what contingencies could be introduced to respond to these risks. The key risks are considered to be:
- non-delivery of key development sites: this could be due to a lack of developer or landowner interest in developing a site for a particular use or issues with site viability or available funding;
  - delays in production of supporting planning documents: the implementation of some policies might be prevented if various SPDs and other studies are not prepared and adopted;
  - lack of sufficient funding: the delivery of the Local Plan is dependent on funding being available from both the private sector and public bodies;
  - non-delivery of essential infrastructure: this might occur as a result of funding not being available at the time the infrastructure is required. The IDP will consider the potential risks and contingencies associated with each type of essential infrastructure; and
  - failure to meet key targets: issues with funding and site viability may also mean that it is not possible to achieve Local Plan targets, for example on renewable energy or emissions. It may also be caused by the Submission of low quality information, such as poor sustainability statements, by applicants.
- 15.25 In response to non-delivery of specific sites, the Council would seek further engagement with landowners and developers to identify why development is not coming forward and to develop ways of overcoming any obstacles. At a more strategic level this could involve working with partners to consider further measures to make sites or areas more attractive to investors. Delays in the production of key planning documents might necessitate certain documents or studies to be prioritised. With regard to funding and the non-delivery of infrastructure, it may be necessary to

explore alternative funding sources and ultimately to review the IDP. Failure to meet key targets, for example on sustainable design and construction, Green Infrastructure or urban design could be addressed through further engagement with key organisations such as English Heritage and the Environment Agency and through the development of further guidance such as SPDs.

- 15.26 The availability and delivery of sites will be monitored annually. This will enable allocations to be reviewed if targets are not being met. For example, the re-phasing of sites could bring sites forward or push them back in housing trajectory, as necessary, to ensure a continuous 5 year supply. If issues with delivering policies cannot be overcome through these measures then it would be necessary to review the Local Plan policies and the development levels contained within them. This would be primarily informed by the comprehensive monitoring information provided through the AMR.

**Table 15.1 Delivery and Monitoring**

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<b>Section 2: Vision and Development Principles</b> - DP1: York Sub Area - DP2: Sustainable Development - DP3: Sustainable Communities - DP4: Approach to Development Management	<ul style="list-style-type: none"> <li>• Development to reflect the presumption in favour of sustainable development, as set out in the NPPF</li> <li>• Development to be in line with the sustainability statements set out in Policy DP2, which are further considered in subsequent chapters of the plan. Proposals to adhere to the criteria set out in these chapters in order to be deemed sustainable</li> </ul>	As Section 2 sets the overarching approach to development, the indicators for the other policies will be used to judge the success of the approach used to ensure sustainable development.	1 to 15 inclusive
<b>Section 3: Spatial Strategy</b> - SS1: Delivering Sustainable Growth for York - SS2: The Role of York's Green Belt - SS3: The Creation of an Enduring Green Belt - SS4: York City Centre - SS5: Whinthorpe - SS6: East of Metcalf Lane	<ul style="list-style-type: none"> <li>• All future development to be in conformity with spatial strategy</li> <li>• No development to prejudice the potential longer term development needs on the identified sites</li> </ul>	As Section 3 sets the overarching approach to development, the indicators for the other policies will be used to judge the success of the Spatial Strategy	1 to 15 inclusive

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<ul style="list-style-type: none"> <li>- SS7: Clifton Gate</li> <li>- SS8: Land North of Metcalfe Lane</li> <li>- SS9: York Central</li> <li>- SS10: Castle Piccadilly</li> </ul>			
<b>Section 4: Economy and Retail</b> <ul style="list-style-type: none"> <li>- EC1: Provision of Employment Land</li> <li>- EC2: Economic Growth in the Health and Social Care Sectors</li> <li>- EC3: Loss of Employment Land</li> <li>- EC4: Business and Industrial Uses within Residential Areas</li> <li>- EC5: Tourism</li> <li>- EC6: Rural Economy</li> <li>- R1: Retail Hierarchy and Sequential Approach</li> <li>- R2: District, Local and Neighbourhood Centres</li> <li>- R3: York City Centre Retail</li> </ul>	<ul style="list-style-type: none"> <li>• Provision of sufficient employment land and development to provide 13,500 additional jobs</li> <li>• Delivery of employment development in the locations identified in Policy EC1</li> <li>• Delivery of economic growth in the health and social care sectors</li> <li>• No loss of employment land that does not meet the requirements of the policy</li> <li>• The number of business and industrial premises within residential areas which have a harmful impact is reduced</li> <li>• To maintain or improve the performance of the City Centre, District, local and neighbourhood centres on key retail health check indicators year on year these will include vacancy rates,</li> </ul>	<ul style="list-style-type: none"> <li>• Total amount of additional employment floorspace by type (gross and net)</li> <li>• Employment land available by type (in hectares)</li> <li>• Amount of additional employment land (hectares) developed for B1, B2 and B8</li> <li>• Losses of employment land in employment areas and local authority area as a whole</li> <li>• Number of jobs created per annum</li> <li>• Number of knowledge based jobs and % increase on previous monitoring year</li> <li>• Number of jobs in health and social care sectors</li> <li>• Number of incidences of reported issues</li> <li>• Amount of completed retail, office and leisure development</li> </ul>	2, 3, 4, 6, 9, 13, 14 and 15

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
- R4: Out of Centre Retailing	<p>comparison goods floorspace, turnover, market share and retail rates)</p> <ul style="list-style-type: none"> <li>• Increase in retail floorspace in the primary shopping area and in key edge of centre locations identified in the policy</li> </ul>	<p>in the City Centre;</p> <ul style="list-style-type: none"> <li>• Amount of completed A1 (Food and non food) floorspace (gross and net) by location;</li> <li>• Amount of completed A2-A5 floorspace (gross and net) by location;</li> <li>• Town Centre Health Check Indicators to be monitored through the AMR where data is available – to include:               <ul style="list-style-type: none"> <li>○ Diversity of main town centre uses (by number, type and amount of floorspace);</li> <li>○ Shopping rents (pattern of movements in Zone A rents within primary shopping areas);</li> <li>○ Proportion of vacant street level property and length of time properties have been vacant;</li> <li>○ Pedestrian flows (footfall); and</li> <li>○ Customer and residents views and behaviour.</li> </ul> </li> </ul>	
<b>Section 5: Housing</b> - H1:Housing	<ul style="list-style-type: none"> <li>• Delivery of 996 dwellings per annum</li> </ul>	<ul style="list-style-type: none"> <li>• Net additional homes provided</li> <li>• Supply of ready to develop</li> </ul>	1, 2, 5, 6, 7, 9, 10, 12, 14

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<p>Allocations</p> <ul style="list-style-type: none"> <li>- H2: Density of Residential Development</li> <li>- H3: Balancing the Housing Market</li> <li>- H4: Housing Mix</li> <li>- H5: Promoting Self Build</li> <li>- H6: Gypsy, Roma Traveller and Travelling Showpeople Sites</li> <li>- H7: Student Housing</li> <li>- H8: Houses in Multiple Occupation</li> <li>- H9: Affordable Housing</li> </ul>	<ul style="list-style-type: none"> <li>• Maintaining a supply of deliverable housing sites to meet housing targets</li> <li>• Achieve the density standards set out in the policy</li> <li>• Delivery of sites for 66 additional permanent gypsy and traveller pitches by 2029/30</li> <li>• Delivery of sites to accommodate 8 permanent plots for travelling showpeople by 2029/30</li> <li>• Maintain concentrations of HMO's at no more than 20% at the neighbourhood level and 10% at the street level</li> <li>• Increase in the provision of specialist housing schemes such as accommodation for those with severe learning disabilities, physical disabilities and dementia</li> <li>• Increase in purpose built student accommodation</li> <li>• Percentage of schemes achieving the dynamic target, and number of affordable homes</li> </ul>	<p>housing sites</p> <ul style="list-style-type: none"> <li>• % of new houses completed at densities in the policy</li> <li>• % split of house types and flats</li> <li>• Net additional gypsy, traveller and travelling showpeople's pitches</li> <li>• Number and location of new houses in multiple occupation;</li> <li>• Number of new specialist housing schemes</li> <li>• Number of affordable homes delivered (gross)</li> <li>• Gross affordable Housing Completions</li> <li>• Affordable housing mix broken down by 1, 2, 3 and 4+ beds</li> <li>• % of schemes delivering affordable housing that meets the target set out in the Dynamic Viability Model</li> </ul>	<p>and 15</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
	provided <ul style="list-style-type: none"> <li>• Delivery of Affordable Housing SPD</li> <li>• Annual update of Dynamic Viability Model</li> <li>• Percentage of schemes delivering more affordable housing than the required dynamic targets</li> <li>• Maintain an up to date and appropriate assessment of local housing need</li> </ul>		
<b>Section 6: Community Facilities</b> <ul style="list-style-type: none"> <li>- CF1:Community Facilities</li> <li>- CF2:Built Sports Facilities</li> <li>- CF3:Childcare provision</li> <li>- CF4:Healthcare and Emergency Services</li> </ul>	<ul style="list-style-type: none"> <li>• All new community facilities to be in locations that are accessible by walking and cycling (guided by Table 14.1 and Figure 14.1)</li> <li>• No planning applications to result in the overall loss of community facilities for which there is an established need</li> <li>• Maintain an up to date Built Sports Facilities Strategy and Action Plan to identify community sports provision needs</li> </ul>	<ul style="list-style-type: none"> <li>• Loss of community facilities</li> </ul>	2, 5, 6, 7 and 9
<b>Section 7: Education</b>	<ul style="list-style-type: none"> <li>• Increase in on-campus purpose</li> </ul>	<ul style="list-style-type: none"> <li>• Number of new on-campus bed</li> </ul>	1 to 15 inclusive

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<ul style="list-style-type: none"> <li>- ED1:University of York Campuses</li> <li>- ED2:Heslington West Campus</li> <li>- ED3:Heslington East Campus</li> <li>- ED4:Lord Mayor's Walk Campus</li> <li>- ED5:York St. John University Expansion</li> <li>- ED6:Preschool, Primary and Secondary Education</li> <li>- ED7:Further and Higher Education</li> <li>- ED8:Community Access to Sports and Cultural Facilities on Education Sites</li> </ul>	<ul style="list-style-type: none"> <li>built student accommodation bedspaces</li> <li>• Meet the identified education, skills and training needs of children and young people, adults, families, communities and employers in modern education facilities</li> <li>• Reduce the number of primary and secondary schools with a deficiency in playing fields and pitches</li> <li>• Increase in those staying in further education and training up to 18 years</li> <li>• Reduce the number of 16 to 18 year olds who are not in education, employment or training</li> <li>• Increase the number of training opportunities for the existing workforce</li> <li>• Increase in the number of facilities on educational premises that are available for use by the wider community</li> </ul>	<ul style="list-style-type: none"> <li>spaces</li> <li>• Number of educational facilities that are available for use by the wider community</li> </ul>	
<b>Section 8: Placemaking and</b>	<ul style="list-style-type: none"> <li>• Review of York's archaeological</li> </ul>	<ul style="list-style-type: none"> <li>• Progress on the preparation of</li> </ul>	2, 5, 8, 9, 13, 14 and 15



Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<b>Design</b> - D1:Landscape and Setting - D2: Placemaking - D3: Extensions and Alterations to Existing Buildings - D4:Conservation Areas - D5:Listed Buildings - D6:York City Walls and St Mary's Abbey ('York Walls') - D7:Archaeology - D8:Historic Parks and Gardens - D9:City of York Historic Environment Record - D10: The Significance of Non-Designated Heritage Assets - D11:Shopfronts - D12:Advertisements - D13: Security Shutters	resource, updating 'The York Development And Archaeology Study (1991)' undertaken by Arup and the University of York <ul style="list-style-type: none"> <li>• Delivery of a Local Heritage List for York SPD</li> <li>• All proposals for strategic allocations to be accompanied by detailed masterplanning</li> <li>• Ongoing programme of Conservation Area Character Appraisal and review of the City's Conservation Areas;</li> <li>• Ongoing development of the York Historic Environment Record</li> </ul>	characterisation studies for key strategic sites <ul style="list-style-type: none"> <li>• Number of planning applications referred to English Heritage</li> <li>• Number of planning applications approved despite sustained objection from English Heritage</li> <li>• Number of buildings on the At Risk Register;</li> <li>• Stock of Grade 1, 2 and 2* listed buildings</li> <li>• Number of Scheduled Ancient Monuments and the Number at risk</li> <li>• Number of Conservation Areas in York</li> <li>• % of Conservation Areas with an up to date character appraisal</li> <li>• % of Conservation Areas with published management proposals</li> </ul>	
<b>Section 9: Green Infrastructure</b> - G11:Green	<ul style="list-style-type: none"> <li>• Work towards achieving the open space standards set out in current evidence base</li> </ul>	<ul style="list-style-type: none"> <li>• Proportion of Local Sites where positive conservation management has been or is</li> </ul>	2, 6, 8, 9, 13, 14 and 15

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
Infrastructure - GI2:Biodiversity and Access to Nature - GI3:Trees and Hedges - GI4:Green Infrastructure Network - GI5:Protection of Open Space - GI6: New Open Space Provision	<ul style="list-style-type: none"> <li>• No loss of recreational open space provision for which there is identified need, and overall increase in provision of recreational open space</li> <li>• Increase in the percentage of Sites of Special Scientific Interests (SSSIs) in favourable condition, or unfavourable but recovering</li> <li>• Increase in the number and percentage of Sites of Importance for Nature Conservation (SINC) in favourable or improving condition</li> <li>• No loss of ancient woodland or veteran trees outside protected areas, and no net loss of trees overall</li> <li>• Increase in the number and extent of recognised green corridors</li> <li>• Annual increase in trees and heritage woodland</li> <li>• Increase in number of Local Authority managed parks and open spaces with current Green</li> </ul>	being implemented <ul style="list-style-type: none"> <li>• Change in areas and population of biodiversity importance, including: loss and addition of priority habitats and species (by type)</li> <li>• Change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub regional or local significance;</li> <li>• Amount of eligible open spaces managed to Green Flag award status</li> <li>• % of recognised wildlife sites in favourable condition in current Local Biodiversity Audit</li> <li>• % of population with 20+ha of accessible woodland and semi natural green space within 4k of their homes</li> <li>• % of population with 2ha+ area of accessible woodland and semi natural green space within 500m of their homes</li> <li>• Condition of RAMSAR, SPA, SAC, SSSI and LNR's</li> </ul>	

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
	Flag award	<ul style="list-style-type: none"> <li>• Annual increase in woodland (ha)</li> <li>• Amount of new accessible open space provided as part of residential developments (ha)</li> <li>• Amount of new accessible open space provided in areas of deficiency</li> <li>• Open space monitoring in line with Open Space, Sport and Recreation Study and distances to open space types</li> <li>• Number and extent of recognised green corridors</li> </ul>	
<b>Section 10: Managing Appropriate Development in the Green Belt</b> - GB1:Development in the Green Belt - GB2:Development in Settlements "Washed Over" by the Green Belt - GB3:Reuse of Buildings - GB4:"Exception" Sites for Affordable Housing	<ul style="list-style-type: none"> <li>• To avoid inappropriate development which would be seen as harmful to the Green Belt</li> <li>• To preserve the setting and special character of York</li> </ul>	<ul style="list-style-type: none"> <li>• % of applications approved in the Green Belt that are compliant with Green Belt policy</li> </ul>	2, 14 and 15

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
in the Green Belt			
<b>Section 11: Climate Change</b> - CC1: Renewable Energy and Low Carbon Energy Generation - CC2: Sustainable Design and Construction	<ul style="list-style-type: none"> <li>To increase the amount of renewable energy generation in York in line with Renewable Energy Study (2014)</li> <li>To increase the number of Sustainability and Sustainable Energy Statements produced by applicants</li> <li>All new development to achieve the following:               <ul style="list-style-type: none"> <li>Residential: Code for Sustainable Homes Level 4;</li> <li>Non-residential : BREEAM 'Excellent.</li> </ul> </li> <li>Conversions of existing buildings and changes of use to residential, to achieve BREEAM Eco-Homes 'Very Good'</li> <li>All development proposals of 10 dwellings or more or non-residential schemes over 1000m<sup>2</sup> to integrate Combined Heat and Power and district / block heating networks where viable</li> </ul>	<ul style="list-style-type: none"> <li>Renewable energy capacity installed by type</li> <li>CO<sub>2</sub> reduction from local authority operations</li> <li>Per capita reduction in CO<sub>2</sub> emissions in the Local Authority area</li> <li>Planning to adapt to climate change</li> </ul>	2, 7 and 11
<b>Section 12: Environmental Quality</b>	<ul style="list-style-type: none"> <li>Meet national annual mean NO<sub>2</sub></li> </ul>	<ul style="list-style-type: none"> <li>Amount of reduction in Annual</li> </ul>	2, 8, 9, 10, 12, 13, 14 and

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<b>and Flood Risk</b> - ENV1:Air Quality - ENV2:Managing Environmental Quality - ENV3: Land Contamination - ENV4:Flood Risk - ENV5:Sustainable Drainage	legal requirement at all relevant locations in the city <ul style="list-style-type: none"> <li>• Meet national annual mean PM<sub>10</sub> legal requirement at all relevant locations in the city</li> <li>• Improvements in air quality at relevant locations within Air Quality Management Areas (based on five year averages), ultimately leading to the revocation of all Air Quality Management Areas in the city</li> <li>• No development permitted in flood risk areas against Environment Agency advice</li> <li>• All development to have sustainable drainage systems;</li> <li>• Surface water flows from new development restricted to 70% existing (Brownfield), 100% existing (Greenfield)</li> <li>• No new development to have ground water or land drainage connected to public sewers</li> </ul>	Mean NO <sub>2</sub> concentrations <ul style="list-style-type: none"> <li>• Amount of reduction in annual mean PM<sub>10</sub> concentrations;</li> <li>• % above / below legal requirements for NO<sub>2</sub> and PM<sub>10</sub>;</li> <li>• Number of Air Quality Management Areas in the city.</li> <li>• Number of planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds</li> <li>• % of new dwellings in flood risk zones 2, 3a and 3b</li> <li>• % of new development incorporating SUDS</li> <li>• Number of developments (Brownfield and Greenfield) achieving the targets for run off rates</li> <li>• Number of developments where ground water or land drainage is connected to public sewers.</li> </ul>	15
<b>Section 13: Waste and Minerals</b>	Waste: <ul style="list-style-type: none"> <li>• The amount of waste reused,</li> </ul>	Waste: <ul style="list-style-type: none"> <li>• Capacity of new waste</li> </ul>	9 and 11

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
<ul style="list-style-type: none"> <li>- WM1:Sustainable Waste Management</li> <li>- WM2:Sustainable Mineral Management</li> </ul>	<p>recycled, composted and recovered in line with the targets set out in City of York Council Waste Management Strategy and Waste Strategy for England 2007</p> <ul style="list-style-type: none"> <li>• To meet the European Landfill Directive targets for the amount of biodegradable municipal waste (BMW) diverted from Landfill</li> <li>• If required, identify capacity for waste management facilities through the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan</li> </ul> <p>Minerals:</p> <ul style="list-style-type: none"> <li>• All major developments to demonstrate good practice in the use, reuse and recycling and disposal of construction materials in line with national guidance</li> <li>• No development to compromise the future extraction of proven economically workable mineral</li> </ul>	<p>management facilities by waste planning authority;</p> <ul style="list-style-type: none"> <li>• Amount of municipal waste arising and managed by managed type, and the percentage each managed type represents of the waste managed;</li> <li>• Residual household waste per household (kg)</li> <li>• Percentage of household waste sent for reuse, recycling and composting</li> <li>• Percentage of municipal waste land filled;</li> <li>• The number of waste sites that are allocated and subsequently developed within York</li> <li>• % of households resident in York served by kerbside collection of at least one recyclable</li> <li>• % of households in York served by kerbside collection of at least two recyclables</li> </ul> <p>Minerals:</p>	

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
	<p>resources, as identified in the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan</p> <ul style="list-style-type: none"> <li>If required, identify sites for mineral extraction through the Joint City of York, North Yorkshire and North York Moors Waste and Minerals Local Plan</li> </ul>	<ul style="list-style-type: none"> <li>Production of primary won aggregates by minerals planning authority</li> <li>Production of secondary and recycled aggregates by mineral planning authority</li> </ul>	
<p><b>Section 14: Transport and Communication</b></p> <ul style="list-style-type: none"> <li>- T1: Sustainable Access</li> <li>- T2: Strategic Public Transport Improvements</li> <li>- T3: York Railway Station and Associated Operational Facilities</li> <li>- T4: Strategic Highway Network Capacity Improvements</li> <li>- T5: Strategic Cycle and Pedestrian Network Links and</li> </ul>	<ul style="list-style-type: none"> <li>All new development to meet the requirements of Policy T1</li> <li>All strategic public transport improvements listed implemented by target timescales</li> <li>Short –term public transport interchange improvements implemented by target timescales</li> <li>All strategic highway network capacity improvements listed implemented by target timescales</li> <li>All strategic cycle and pedestrian network links and improvements listed</li> </ul>	<ul style="list-style-type: none"> <li>Percentage of new developments in city centre/urban locations meeting the requirements of Policy T1</li> <li>Percentage of new developments in city sub-urban locations and villages meeting the requirements of Policy T1</li> <li>Delivery of strategic public transport improvements</li> <li>Delivery of interchange improvements</li> <li>Delivery of highway network capacity improvements</li> <li>Delivery of strategic cycle and pedestrian network links and</li> </ul>	<p>2, 3, 4, 5, 6, 7, 12, 14 and 15</p>

Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
Improvements - T6:Development at or Near Public Transport Corridors, Interchanges and Facilities - T7:Demand Management - T8:Minimising and Accommodating Generated Trips - T9: Freight Consolidation - T10:Safeguarded Routes and Sites - C1: Communications Infrastructure	implemented by target timescales <ul style="list-style-type: none"> <li>No development to prejudice the reuse of disused public transport corridors or facilities where there is a reasonable prospect of the uses listed in Policy T6 (i) being realised</li> <li>All major development proposals (that can be reasonably expected to have an impact on the transport network) must be supported by a Transport Statement or by a Transport Assessment and Travel Plan, as appropriate</li> <li>All sites listed in Policy T10 safeguarded</li> <li>Provision of telecommunications masts at shared sites</li> </ul>	improvements <ul style="list-style-type: none"> <li>Percentage of new developments not prejudicing the reuse of disused public transport corridors or facilities where there is a reasonable prospect of the uses listed in Policy T6 (i) being realised</li> <li>Percentage of major development proposals (that can be reasonably expected to have an impact on the transport network) supported by a Transport Statement or by a Transport Assessment and Travel Plan, as appropriate</li> <li>Individual sites listed in Policy T10 safeguarded</li> <li>Number of telecommunications masts constructed.</li> </ul>	
<b>Section 15: Delivery and Monitoring</b> - DM1:Infrastructure and Developer Contributions	<ul style="list-style-type: none"> <li>Delivery of all key infrastructure projects within the timeframe identified;</li> <li>Secure all contributions and obligations required from development to provide the infrastructure required to</li> </ul>	<ul style="list-style-type: none"> <li>Amount of funds secured through developer contributions (and or levy) for site related infrastructure Neighbourhood infrastructure and Strategic infrastructure for both on site and off site contributions</li> </ul>	1, 2, 5, 6, 7 and 14



Section and Policies	Targets	Indicators (Local Indicators unless shown otherwise)	Which Sustainability Appraisal objectives this policy meets*
	service the development, mitigate its direct local impacts and meet the wider demands generated by it	<ul style="list-style-type: none"> <li>• S106 planning obligations fully complied with within agreed timescales</li> </ul>	

# Annex A: Glossary of Terms

**Academies:** are publicly funded independent schools, free from local authority and national Government control.

**Affordable Housing:** Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

**Air Quality:** The Air Quality Strategy for England, Scotland, Wales and Northern Ireland sets maximum objectives (targets) for the following pollutants: Benzene, 1-3 Butadiene, Carbon Monoxide, Lead, Nitrogen dioxide, Particles (PM10), Sulphur dioxide and Polycyclic aromatic hydrocarbons. These pollutants, which largely result from traffic and industrial processes, are monitored and the identified levels are used to measure air quality.

**Allocated Site:** Site identified in the Plan for a specific use.

**Annual Monitoring Report (AMR):** Part of the *Local Development Framework*, the Annual Monitoring Report will assess the implementation of the *Local Development Scheme* and the extent to which policies in *Local Development Documents* are being successfully implemented.

**AONB :** Areas of Outstanding Natural Beauty

**Archaeological Sites:** Evidence of the past development of our civilisation, including places of worship, defence installations, burial grounds, farms and fields, housing and sites of manufacture.

**Article 4 direction:** A direction which withdraws automatic planning permission granted by the General Permitted Development Order.

**Biodiversity:** The different plants, animals and micro-organisms, their genes and the ecosystems of which they are a part.

**Biodiversity Action Plan (BAP):** A plan prepared by the Council and nature conservation organisations to reverse the decline in the variety of species of animals and plants.

**Biomass:** The shared description for the controlled release and use of the energy potential locked up in trees and plants – straw, reeds or willow - or created as a part of regularly recurring natural processes – the bi-products of the process of decomposition or the bacterial digestion of natural things i.e. sewerage, various farm wastes or decaying material such as garden clippings and/or other largely natural materials such as paper.

**Brownfield Sites/Locations:** Previously developed land that is, or was, occupied by a permanent structure (excluding agricultural or forestry building) and associated fixed surface infrastructure.

**Burgage Plots:** Medieval Building plots.

**Carbon Emissions:** Emissions to the atmosphere principally from the burning of fossil fuels.

**City:** For the purposes of the Plan, where the term 'City' is used without definition, this relates to the City of York Authority area, including York and its surrounding villages. Refer to the Key Diagram for the detailed authority boundary.

**Community Infrastructure Levy (CIL):** Initiative proposed in the Planning Bill that would enable the Council to require a contribution to be sought from each dwelling provided and other forms of development towards a range of identified infrastructure and service provision.

**Community Strategy:** The plan which Local Authorities are required to prepare through community partnerships.

**Designated Heritage Asset:** A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

**Development Plan:** As set out in Section 38(6) of the Act, an authority's Development Plan consists of the relevant *Regional Spatial Strategy* and the *Development Plan Documents* contained within its *Local Development Framework*.

**Economic development:** Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

**Ecological networks:** These link sites of biodiversity importance.

**Ecosystem services:** The benefits people obtain from ecosystems such as, food, water, flood and disease control and recreation.

**Free Schools:** Are all-ability state-funded schools set up in response to parental demand.

**GIS (Geographical Information System):** GIS allows a variety of spatial information to be viewed in a map format. It is a system that uses one or more 'mapped' information layers over Ordnance Survey base maps; (for example layers could include residential areas, shopping centres, roads etc).

**Geodiversity:** Is the variety of earth materials, forms and processes that constitute and shape the Earth. Relevant materials include minerals, rocks, sediments, fossils, soils and water.

**Green Corridors:** These 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.

**Green Infrastructure:** Green infrastructure is the physical environment within and between cities, towns and villages. It is a network of multifunctional open spaces including formal parks, gardens, woodlands, green corridors, waterways, street trees, nature reserves and open countryside.

**Greenfield Sites/Locations:** An area of land that has never been built upon.

**Greenhouse Gases (GHG):** A group of gases that absorb solar radiation, storing some of the heat in the atmosphere. The major natural greenhouse gases are water vapour, carbon dioxide, and ozone. Other greenhouse gases include, but are not limited to: methane, nitrous oxide, sulphur hexafluoride, and chlorofluorocarbons.

**Gypsies and Travellers:** Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of showpeople or circus people travelling together as such.

**Gypsy and Traveller Pitch:** Space required to accommodate one household on a Gypsy and Traveller sited. One household may comprise three generations of extended family living in several caravans. Typically a family pitch will provide space for a mobile home and touring caravan, space for parking, and an amenity block.

**Historic Environment/Assets:** Refers to the historic buildings, streetscapes, landscapes and parks, which together form an important aspect of the character and appearance of York.

**Landscape** - means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.

**Local Plan:** A document which, forms part of the *Development Plan* for a specified area. The Local Plan consists of a Written Statement and a Proposals Map. It sets out detailed policies and proposals for the development and use of the land within the District. Local Plans are prepared by local planning authorities at District level, following statutory procedures, including public consultation exercises and if necessary, a Local Plan Inquiry. The Planning and Compensation Act 1991, requires that new Local Plans provide district wide coverage.

**Local Planning Authority:** The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

**Local Development Document (LDDs):** The collective term in the Act for *Development Plan Documents*, *Supplementary Planning Documents* and the *Statement of Community Involvement*.

**Local Development Framework (LDFs):** The name for the portfolio of *Local Development Documents* required under the previous planning system, which is now superseded by the National Planning Policy Framework. It did consist of *Development Plan Documents*, *Supplementary Planning documents*, a *Statement of Community Involvement*, the *Local Development Scheme* and *Annual Monitoring Reports*. Together these documents formed the framework for delivering the spatial planning strategy for a local authority area and may also include local development orders and simplified planning zones.

**Local Nature Reserves (LNRs):** All LNRs are owned or controlled by local authorities and some, but not all, are SSSIs. Local authorities consult English Nature on all new proposals for LNRs in England.

**Local Strategic Partnership:** An over arching partnership of key stakeholders responsible for producing the Community Strategy for the city.

**Local Transport Plan (LTP):** A 5-year strategy prepared by each local authority for the development of local, integrated transport, supported by a programme of transport improvements. It is used as a bid to Government for funding transport improvements.

**Mitigation measures:** Actions to prevent, avoid or minimise the actual or potential adverse effects of a development, action, project, plan, policy etc.

**National Planning Policy Framework (NPPF):** The National Planning Policy Framework sets out the government's planning policies for England and how they are expected to be applied. It provides guidance for local planning authorities and decision-takers, both in drawing up plans and making decisions about planning applications. This document sets out the requirement for local planning authorities to complete a *Local Plan*.

**Neighbourhood Plans:** A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

**Open space:** All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

**Out of centre:** A location which is not in or on the edge of a centre but not necessarily outside the urban area.

**Out of town:** A location out of centre that is outside the existing urban area.

**Photovoltaic:** Solar cells which directly convert sunlight into electricity, are made of semi conducting materials.

**Pollution:** Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

**Previously Developed Land:** Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Proposals Map:** The adopted proposals map illustrates on a base map, (reproduced from, or based upon a map to a registered scale) all the policies contained in the *Local Plan*, together with any saved policies. It must be revised each time each new *Local Plan* is adopted, and it should always reflect the up-to-date planning strategy for the area. Proposals for changes to the adopted proposals map accompany submitted *Local Plan* in the form of a submission proposals map.

**Public Realm:** Any publicly owned street, pathway, right of way, park, publicly accessible open space and any public and civic building and facility.

**RAMSAR:** The Convention on Wetlands, signed in Ramsar, Iran, in 1971, is an InterGovernmental Treaty which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. There are presently 151 Contracting Parties to the Convention, with 1593 wetland sites, totalling 134.7 million hectares, designated for inclusion in the Ramsar List of Wetlands of International Importance.

**Registered Social Landlords:** Are Government-funded not-for-profit organisations that provide affordable housing.

**Renewable Energy:** Term used to describe energy that occurs naturally and repeatedly in the environment – e.g. energy from the sun, wind, water, land, plant material. Combustible or digestible waste materials are also regarded as renewable sources of energy.

**Rural exception sites:** Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

**Showpeople:** Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers.

**Showpeople Plot:** Space required to accommodate one household on a Showpeople's yard. Typically a family pitch will provide space for a mobile home and touring caravan and space for maintenance of fairground rides.

**Showpeople's Yard:** Local Authority or privately owned area of land, with permission of plots for the permanent accommodation of Showpeople.

**Special Area of Conservation (SAC):** SACs are areas which have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.

**Special Protection Areas (SPA):** The Government is bound by the European Communities Council Directive of April 1979 on the Conservation of Wild Birds. Under this directive the Government has to designate Special Protection Areas to conserve the habitat of certain rare or vulnerable birds (listed under the directive) and regularly occurring migratory birds. It has to avoid any significant pollution or disturbance to or deterioration of these designated sites.

**Sites of Special Scientific Interest (SSSIs):** Sites of Special Scientific Interest are notified by English Nature because of their plants, animals, or geological or physiographical features. Most SSSIs are privately owned or managed. About 40% are owned or managed by public bodies such as the Forestry Commission, Ministry of Defence and The Crown Estate, or by the voluntary conservation movement.

**Spatial Planning:** 'Spatial' planning is a wider, more inclusive approach to considering the best use of land than traditional 'land-use' planning. Land-use planning has an approach that focuses on the regulation and control of land whereas spatial planning provides greater scope for the Council and other organisations to promote and manage change in the area.

**Strategic Environmental Assessment (SEA):** A generic term used to describe environmental assessment as applied to policies, plans and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal 'environmental assessment of certain plans and programmes, including those in the field of planning and land use'.

**Strategic Flood Risk Assessment:** Is a planning tool, which is used to assess flood risk within an area. It is designed to inform the spatial planning process of relevant issues of flood risk.

**Sub-Regional City of York:** Sub Regional Cities should be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities in the city.

**Supplementary Planning Documents (SPDs):** Provide supplementary information in respect of the policies in the *Local Plan*. They do not form part of the *Local Plan* and are not subject to independent examination.

**Sui Generis:** Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: theatres, houses in multiple occupation, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling and/or displaying motor vehicles, retail warehouse clubs, nightclubs, launderettes, taxi businesses, amusement centres and casinos.

**Sustainability Appraisal (SA):** Tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic factors) and required in the Act to be undertaken for all local development documents.

**Sustainable Communities:** Sustainable Communities are places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.

**Sustainable Drainage Systems (SUDS):** Sustainable drainage is a concept that includes long term environmental and social factors in decisions about drainage. It takes account of the quantity and quality of run-off, and the amenity value of surface water in the urban environment. Many existing urban drainage systems can cause problems of flooding, pollution or damage to the environment and are not proving to be sustainable.

**Sustainable energy:** Energy which is replenishable within a human lifetime and causes no long-term damage to the environment or future generations.

**Sustainable transport modes:** Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

**Wildlife corridor:** Areas of habitat connecting wildlife populations.

**Use Class:** The Town and Country Planning (Use Classes) Order 1987 requires the type of use which is being determined in a planning application to be identified for instance A1 is classified as shops, B1 is business etc.



# **Annex B: Bibliography**

**Active York Built Sports Facilities Strategy** (2014) City of York Council

**Active York Playing Pitch Strategy** (2014) City of York Council

**City of York Affordable Housing Viability Study** (2010) and **Annex 1** (2011)  
Fordham Research for City of York Council

**City of York Biodiversity Audit** (2011) City of York Council

**City of York Biodiversity Action Plan** (2013) City of York Council

**City of York Commuted Sum Payments for Open Space in New Developments – A Guide for Developers** (Updated 1<sup>st</sup> June 2014) City of York Council

**City of York Council Gypsy, Roma, Traveller and Travelling Showpeople Accommodation Assessment** (2014) Opinion Research Services

**City of York Council Gypsy, Roma, Traveller and Travelling Showpeople Site Identification Study** (2014) Peter Brett Associates

**City of York Council Housing Requirements in York: Evidence on Housing Requirements in York 2014 Update** (2014) Arup

**City of York Council Local Transport Plan 3 2011-2031** (2011) City of York Council

**City of York Council Strategic Flood Risk Assessment, Revision 2** (2013) City of York Council

**City of York Economic and Retail Growth and Visioning Study** (2013) Deloitte for City of York Council

**City of York Low Emission Strategy** (2012) City of York Council

**City of York Streetscape Strategy and Guidance** (2014) City of York Council

**Climate Change Act** (2008) Her Majesty's Stationary Office

**Climate Change Framework and Action Plan** (2010) City of York Council

**Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document** (2012, amended July 2014) City of York Council

**Creating Homes, Building Communities: York Housing Strategy 2011-2015** (2011) City of York Council

**Cross Boundary Working: Demonstrating the Duty to Cooperate** (2014) City of York Council

**Delivering for the People of York: The Council Plan 2011-2015** (2011) City of York Council

**Heritage Topic Paper Update** (2013) City of York Council

**House Extension and Alteration Supplementary Planning Document** (2012) City of York Council

**Houses in Multiple Occupation Technical Paper** (2011, updated 2014) City of York Council

**How Local Authorities Can Reduce Emissions and Manage Climate Risk** (2012) The Committee on Climate Change

**Infrastructure Delivery Plan** (2014) City of York Council

**Inequalities Experienced by Gypsy and Traveller Communities** (2009) Equality and Human Rights Commission

**Local Plan Evidence Base Study: Open Space and Green Infrastructure** (2014) AMEC

**Localism Act** (2011) Her Majesty's Stationary Office

**Low Carbon and Renewable Energy Capacity in the Yorkshire and Humber** (2011) AECOM Limited

**Low Emission Strategy** (2012) City of York Council

**Managing Landscape Change: Renewable and Low Carbon Energy Developments – A Sensitivity Framework of North Yorkshire and York** (2012) AECOM Limited for Local Government Yorkshire and Humber

**National Planning Policy Framework** (2012) Department for Communities and Local Government

**Natural Environment White Paper** (2012) Department of Environment, Farming and Rural Affairs

**North Yorkshire and York Strategic Housing Market Assessment** (2011) GVA for North Yorkshire Strategic Housing Partnership

**North Yorkshire County Structure Plan** (1995-2006) North Yorkshire County Council

**Open Space, Sport and Recreation Study** (2008) PMP Consultants for City of York Council

**Ouse Catchment Flood Management Plan** (2010) The Environment Agency

**Planning Policy for Traveller Sites** (2012) Department for Communities and Local Government

**Reaching Further – York’s Economic Strategy 2011-2015** (2011) City of York Council

**Renewable Energy Strategic Viability Assessment for York** (2010) AEA for City of York Council

**Renewable Energy Study** (2014) AMEC

**School Playing Fields Assessment Technical Paper** (2010) City of York Council

**Setting of Heritage Assets** (2011) English Heritage

**Site Selection Technical Paper** (2013) City of York Council

**Sub Division of Dwellings Supplementary Planning Document** (2012) City of York Council

**The Future of Heating** (2013) Department of Energy and Climate Change

**The Regional Strategy for Yorkshire and Humber (Partial Revocation) Order** (2013) Her Majesty’s Stationary Office

**The Strategy for York 2011 – 2025** (2011) York Without Walls Partnership for City of York Council

**UK Sustainable Development Strategy – Securing the Future** (2005) Department of Environment, Farming and Rural Affairs

**University of York Heslington Campus Development Brief for Future Expansion** (1999) City of York Council

**York: The City Action Plan – The Strategy for Growth 2011-2015** (2011) City of York Council

**York Central Historic Core Conservation Area Appraisal** (2011) City of York Council

**York City Walls Conservation Plan & Access and Interpretation Plan** (2005) PLB Consulting for City of York Council

**York Development and Archaeology Study** (1990) Ove Arup and Partners and York University

**York Landscape Character Appraisal** (1996) Environmental Consultancy  
University of Sheffield for City of York Council

**York New City Beautiful: Toward an Economic Vision** (2010) funded by Yorkshire  
Forward, lead by Professor Alan Simpson

**York Northwest Area Action Plan Issues and Options Baseline Report**  
(2007) City of York Council

**York Station Conservation Development Strategy, Final Draft** (2012) Potts Parry  
Ives + Young for East Coast Main Line Company Limited with the co-operation of the  
City of York Council, the Railway Heritage Trust, English Heritage and Network Rail.

**York Sub Area Study** (2011) Arup

**Yorkshire and Humber Plan: Regional Spatial Strategy to 2026** (2008)  
Government Office for Yorkshire and Humber