



YORK

CITY OF YORK
LOCAL PLAN
Preferred Options

Draft
April 2013
ANNEX A

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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 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.

How to use the Plan

- iv) 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

- v) The preparation of this Local Plan follows on from the previous Core Strategy process. This preferred options 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); and
 - Core Strategy: Submission (Publication) (2011).
- vi) Alongside the consultation undertaken as part of the 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 has helped to shape the Local Plan.

Sustainability Appraisal and Habitats Regulation Assessment

- vii) 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 Preferred Options 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.
- viii) 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

- ix) 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 strategic sites and policies of the City of York Local Plan Preferred Options and Alternatives will conserve or enhance the special characteristics of the city. The *Heritage Topic Paper (April 2013)* considers existing evidence relating to the City of York's historic 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 environment that help define the special qualities of York, providing a detailed explanation of each characteristic. The historic 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 design and historic environment policies within the City of York Local Plan Preferred Options and Alternatives. These form the basis of this Heritage Impact Assessment. The *Heritage Topic Paper (2013)* and *Heritage Impact Appraisal (2013)* are available to read alongside this preferred options Local Plan.

Structure of this Document

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

Strategic Framework, Spatial Portrait and Spatial Vision and Outcomes

- xi) York's Local Plan Spatial Vision and Outcomes 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

- xii) 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

- xiii) 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
- Retail

Build Strong Communities

- Housing Growth and Distribution

- Aiding Choice in the Housing Market
- Affordable Housing
- Community Facilities
- Education, Skills and Training
- Universities

Protect the Environment

Built Environment

- Design and the Historic Environment

Natural Environment

- Green Infrastructure

Natural Resources and Environmental Protection

- Flood Risk Management
- Climate Change
- Environmental Protection
- Waste and Minerals

Get York Moving

- Sustainable Transport
- Communications Infrastructure

Delivery and Review

- xiv) 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.

Questions

- xv) At the end of each section, there is a question box. The preferred options stage of the Local Plan process draws from the responses to the issues and options, preferred options and submission stages of the previous Core Strategy process. The plan also draws on up to date Government guidance and the Council's evidence base and therefore, the intention is that the content of this document reflects the most appropriate approach to planning in York. However, this is a consultation document and we are therefore asking for your views on all the topics covered and if you feel that a different approach is more suitable, please let us know and we will consider it.

Next Steps

- xvi) Following this consultation period, officers will assess the comments received and will then go on to produce a Submission Draft version of the Local Plan. This document will be subject to public consultation ahead of it being submitted to the

Secretary of State and following this it will be assessed at an Examination in Public before being adopted by the Council.

Further Information

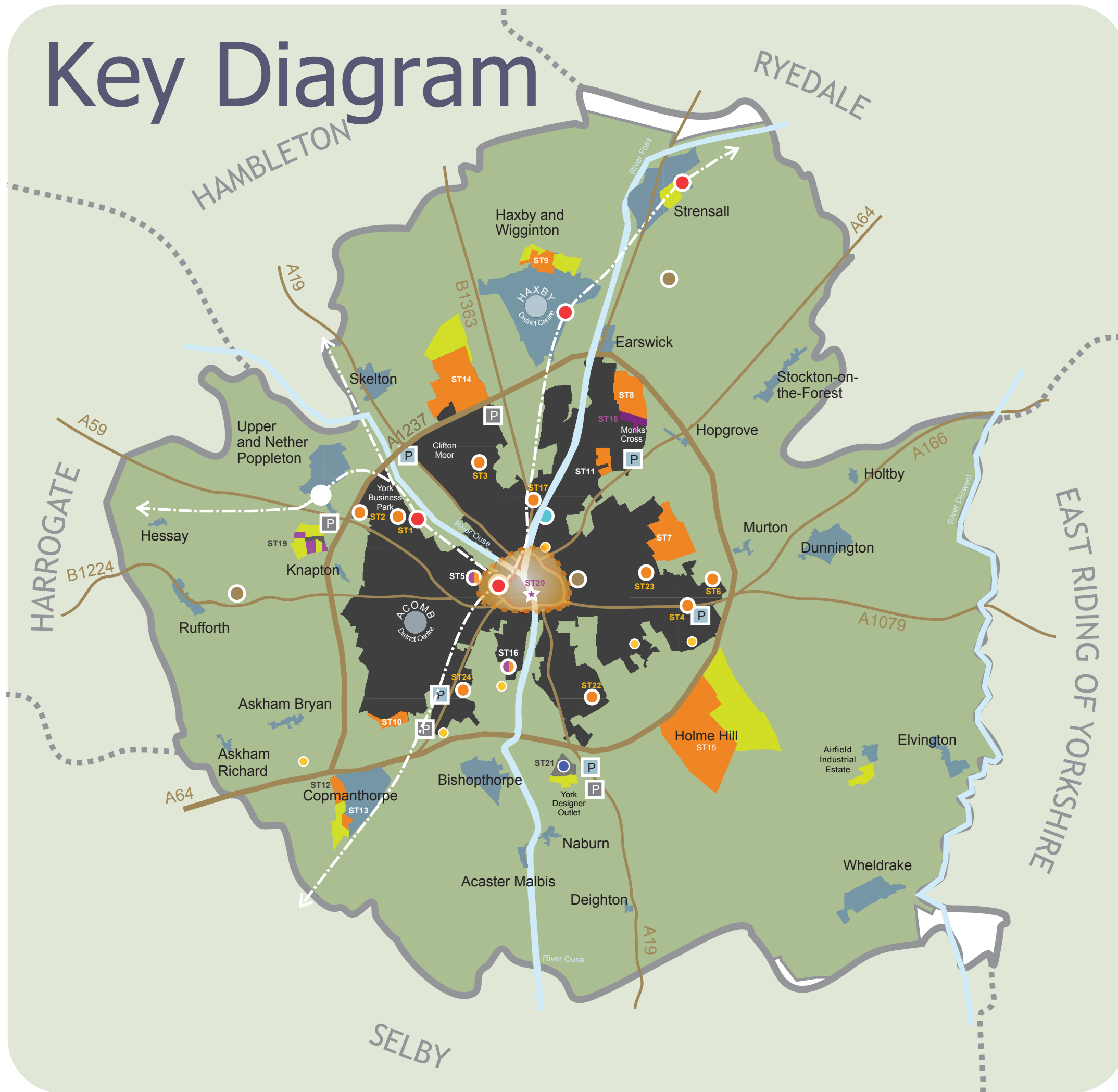
- xvii) For further information about this document or any other parts of the previous Local Development Framework process please contact the Integrated Strategy team using the details overleaf:

City of York Council
Integrated Strategy
West Offices
Station Rise
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YO1 6GA

Telephone: 01904 xxxxxx
Fax: 01904 xxxxx
Email: integratedstrategy@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/xxx

Key Diagram



-  York - (main built up area)
-  Villages
-  General extent of the proposed Green Belt
-  City Centre
-  District Centres
-  Safeguarded Land
-  **Strategic Employment Sites:**
ST18 - Monks Cross
ST19 - Northminster Business Park
-  **Strategic Housing Sites:**
ST1 - British Sugar
ST2 - Former Civil Service Sports Ground, Millfield Lane
ST3 - The Grain Stores, Water Lane
ST4 - Land adjacent Hull Road and Grimston Bar
ST6 - Land East of Grimston Bar
ST7 - Land East of Metcalf Lane
ST8 - Land North of Monks Cross
ST9 - Land North of Haxby
ST10 - Land at Moor Lane, Woodthorpe
ST11 - Land at New Lane, Huntington
ST12 - Land at Manor Heath Road, Copmanthorpe
ST13 - Land at Moor Lane, Copmanthorpe
ST14 - Land North of Clifton Moor
ST15 - Holme Hill
ST17 - Nestle South*
ST22 - Germany Beck*
ST23 - Derwenthorpe*
ST24 - York College*
-  **Strategic Mixed Use Sites (Employment/Housing):**
ST5 - York Central
ST16 - Terry's*
-  **Strategic Retail Site:**
ST20 - Castle Piccadilly
-  **Strategic Leisure Site:**
ST21 - Naburn Designer Outlet
-  Existing Park and Ride Site
-  Proposed new or relocated Park and Ride site
-  Further and Higher educational establishments
-  Waste and Recycling sites
-  Hospitals
-  New Railway Stations/Halts
-  Main Rail Network
-  Main Road Network

* Sites with Consent



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.

BACKGROUND AND VISION

Section 1: Strategic Framework

- 1.1 The Local Plan is being 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 and 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.

National Planning Policy Framework

- 1.3 The National Planning Policy Framework (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'.
- 1.4 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.

- 1.5 A significant change to the previous policy approach is that the NPPF refers to ‘Local Plans’ rather than ‘Local Development Frameworks’. In doing this the Government has signalled an intention that there is to be a movement away from a folder of development plan documents to a single plan i.e. a Local Plan.
- 1.6 The NPPF emphasises the need for careful attention to viability to ensure development plans are deliverable. Paragraph 173 of the NPPF talks of ‘careful attention to viability’, and states that the sites and the scale of development identified in local plans should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened.

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’). The Duty applies to all local planning authorities, county councils and ‘prescribed bodies’ and requires that they must co-operate with each other in maximising the effectiveness with which development plan documents are prepared. 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.

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 are 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 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. They will form part of the Statutory Development Plan but only if it is in accordance with national policy and the strategic vision for the city set out in the Local Plan. Neighbourhood plans will complement but do not replace existing community-led plans such as Parish Plans and Village Design Statements.

Abolition of Regional Spatial Strategy

- 1.10 The Localism Act allows the Government to fulfil a longstanding promise to revoke Regional Spatial Strategies (RSS).
- 1.11 The environmental assessment process for the RSS abolition highlighted that York does not currently have a Local Plan in place and indicated that revocation of the York Green Belt policies before an adopted Local Plan was in place could lead to a significant negative effect upon the special character and setting of York. As such, the Government have concluded that the York green belt policies that are part of the regional strategy will be retained. *The Regional Strategy for Yorkshire and Humber (Partial Revocation) Order 2013* was laid in Parliament on the 29th January 2013, which took effect on 22nd February 2013. This means that for York, the development plan will continue to include the RSS Green Belt policies and RSS key diagram insofar as it illustrates the RSS York Green Belt policies and the general extent of the Green Belt around the City of York as it relates to these policies. All other RSS policies have been revoked and do not form part of York's development plan.
- 1.12 The *Leeds City Region Interim Strategy Statement (2011)* which signals continuing support for the core principles on the role of place and accommodation of development as set out in the *Yorkshire and Humber Plan: Regional Spatial Strategy to 2026 (2008)*.

Local Strategic Context

The Strategy for York 2011-2025

- 1.13 *The Strategy for York 2011- 2025 (2011)* sets out a long term vision for the city and a new set of immediate priorities. This is the third revision of York's strategic plan since 2003. 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 below:

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.

1.14 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

1.15 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.

1.16 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

1.17 *Delivering for the People of York: The Council Plan 2011-2015 (2011)* sets out 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.

- 1.18 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

- 1.19 *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.
- 1.20 The Strategy sets out that York has much to be justly proud of, assets that are first class and present many opportunities; our heritage and culture, leading universities, a strong science and innovation focus, highly-skilled workforce and strengths in both old and new industries. However, the full potential of the city's economy has not yet been realised, and difficult economic times could present challenges to York's economy in the near future. The Strategy indicates that the city needs to develop a more productive and enterprising economy that makes the most of the assets we have whilst improving upon our weaknesses. With improvements to our economy, we can work to improve our international profile and attract higher levels of inward investment.
- 1.21 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

- 1.22 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 (CO₂) 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.

1.23 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.

1.24 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.

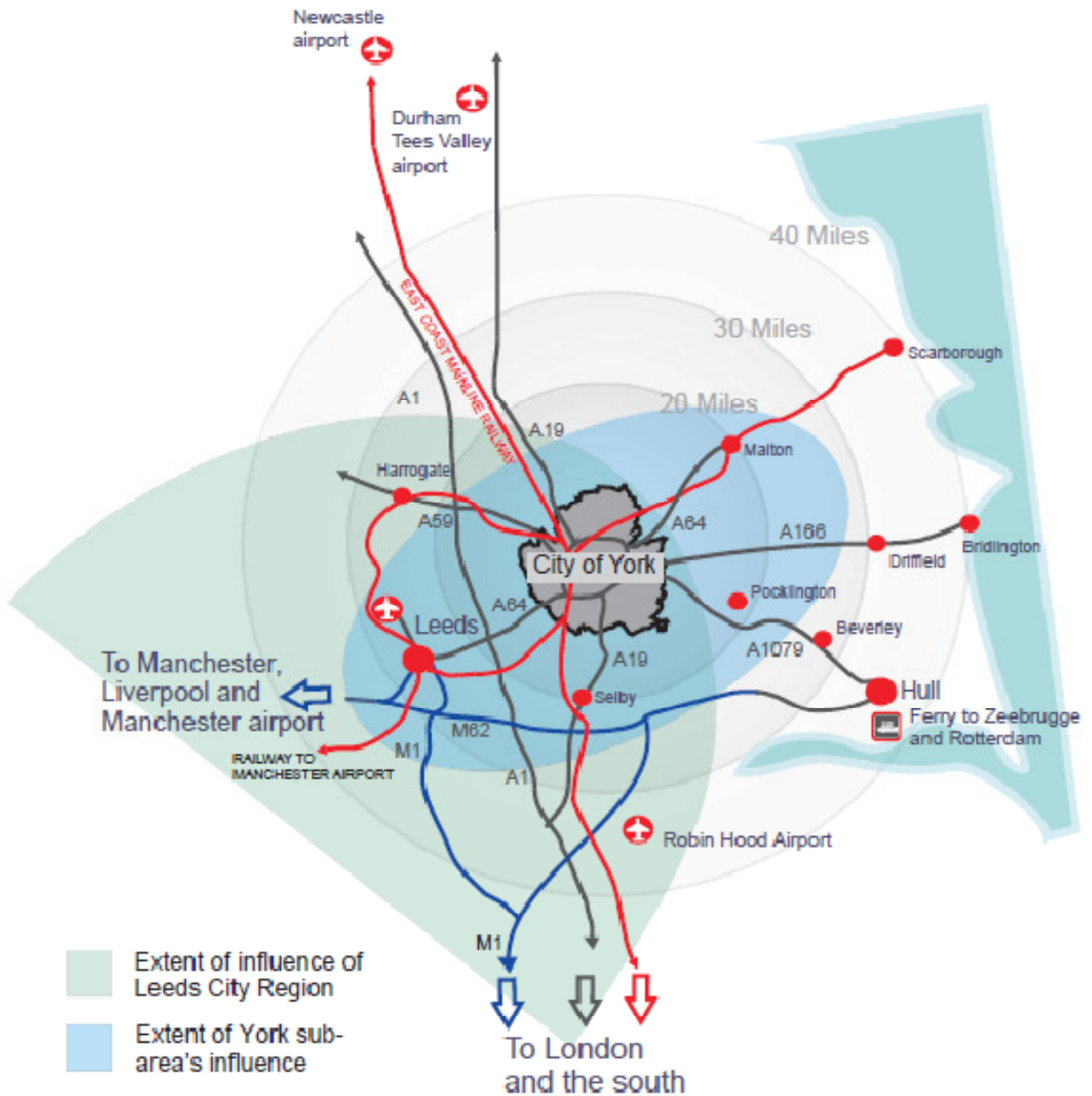
Section 2: Spatial Portrait

- 2.1 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 CO₂ emissions, the city is recognised as a leader in sustainable transport.
- 2.2 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.

Geography

- 2.3 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 2.1 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.
- 2.4 Figure 2.1 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 Sub-Area comprises the authorities of West Yorkshire Barnsley, 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 2.1: York in the Regional Context



2.5 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 2.2 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 2.2: Joint Working



Population

- 2.6 York has been identified as the third fastest growing city in the country when measuring population growth by the Centre for Cities in their *Cities Outlook (2012)*. 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.
- 2.7 York's male population for 2011 was 96,300, 10.4% more than in 2001. York's female population was 101,800 which was 8.2% more than in 2001. 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%.
- 2.8 The Index of Multiple Deprivation 2010 (IMD) 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

- 2.9 York is a modern, economically prosperous city supporting more than 110,000 jobs and contributing £4billion of value to the national economy. It is the main economic driver of the York Sub-Area which is an important and successful part of the economy of the north of England. The city is home to a diverse and dynamic business base and has economic strengths in the science, technology, creative industries and professional and financial 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. The city's economy is in the top 40% in England and has relatively good performance in some key areas. However the city's enterprise and productivity levels are lower than average and inward investment levels do not match ambitions. Partially a cause of these challenges is that the commercial premises and housing supply available for businesses and residents do not match with current demand.
- 2.10 The city's economic assets are first class: cutting edge universities, a leading Science City, world class science and technology, a highly skilled population and excellent transport links. There are a range of premises available throughout the city centre and beyond, including major development sites. However, Centre for Cities in their report *Making the Grade: The Impact of Office Development on Employment and City Economies (2012)* highlight that despite high demand, space for businesses to start and grow is constrained and in low supply. It will be a key role of the Local Plan to create an environment that enables business growth and to ensure that sufficient employment sites are identified to provide space for the city's growth in the future. This will include addressing the difficulties the Council and its partners have faced in delivering York Central and whether the site can be taken forward as a coherent strategic allocation. It will also be important for the Local Plan to address changes in the way business is done, with the rise in working from home for example. The Local Plan will need to assess the long term future of office space in the city using work undertaken for the *City of York Economic and Retail Growth and Visioning Study (2013)*.
- 2.11 Tourism is an important component of York's economy with visitors attracted by York's unique heritage and the city's retail and leisure attractions. York is a premier visitor destination with over 7 million visitors per year and a gateway to the wider region. Given York's considerable offer in this respect it is important that the Local Plan recognises the importance of sustainable tourism and maximising visitor economy opportunities.
- 2.12 Whilst York is the most buoyant economy in the north it is an economy that faces challenges. As York's population continues to grow it will drive the need for jobs, this is in addition to the need to replace jobs lost in the recession and through changes to public expenditure. The Local Plan must help deliver the continued economic success of the city. This includes fulfilling its role as a regional economic centre and

as a key part of the Leeds City Region and helping to meet the *Reaching Further: York Economic Strategy 2011 – 2015 (2012)* aspirations of the city being in the top five cities in the UK and in the top ten mid-sized cities in Europe. However, this must be done in a way that fits with sustainable development and respects the city's unique environment. It will be important to support employment in the city centre and other key employment locations to achieve critical mass for public transport provision, given the significant existing constraints on the road network in York and the anticipated substantial increases in traffic volume on the road network.

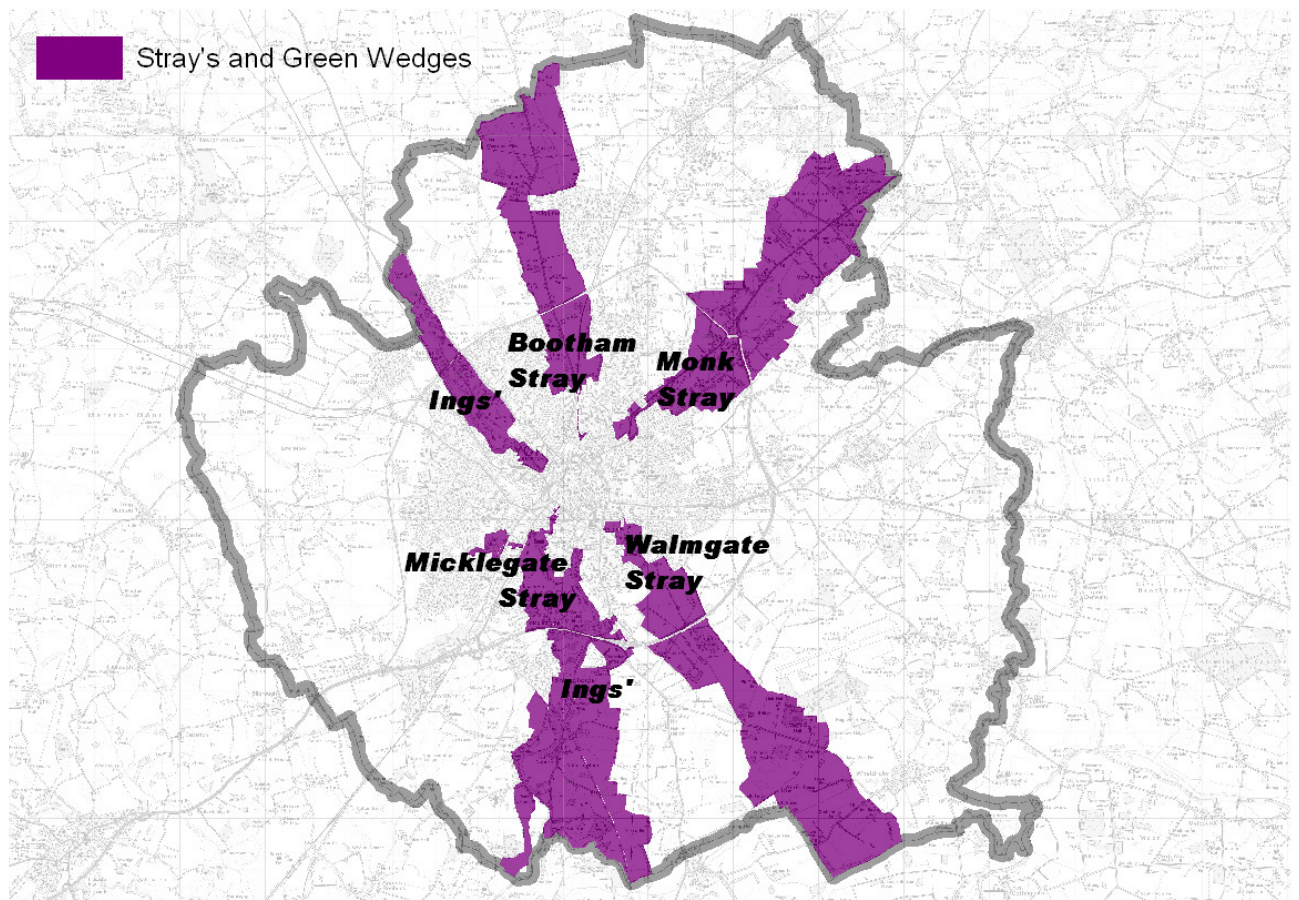
L a n d s c a p e

- 2.13 The landscape of the York area is broadly characterised as relatively flat and low lying agricultural land dominated by the wide flood plain of the River Ouse, rising slightly to the east. This allows good views of the Minster tower which is the key defining feature of the skyline of York. It is prominent in a number of key views both across the city from within the urban area and in longer-distance views towards the city from the surrounding countryside. It is important that this is recognised and not compromised as we plan for the future. The Rivers Ouse, Foss and Derwent are important green corridors as well as important historic determinants to the city's location. They do however make flooding a concern following the severe floods in the early 1980s, 2000 and brought sharply into focus more recently with the events of autumn and winter 2012.
- 2.14 The majority of land outside the built up area has been designated as draft Green Belt since the 1950s with the principle of York's Green Belt being established through a number of plans. The detailed inner boundaries have never been formally approved; this will be an important role for the Local Plan.

G r e e n I n f r a s t r u c t u r e

- 2.15 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.
- 2.16 Green Wedges extend from the open countryside into the heart of the main urban area like spokes of a wheel and are shown at Figure 2.3 overleaf. These wedges comprise the historic 'strays', Commons and surrounding land and the Ouse 'Ings' on both the north and south sides of the city. The strays are the residue of areas of common grazing land on which the Freeman of York had the right from time immemorial to graze their cattle. The City of York Council continues this historic management. Such land provides corridors linking York's urban centre to the surrounding countryside both for people and wildlife. These corridors are vital in maintaining York's Green Infrastructure network and the character and environmental quality of the city.

Figure 2.3: York's Primary Network of Strays and Green Wedges



2.17 York has a hierarchy of Green Corridors. These are identified as regional corridors which are the main river corridors of the Ouse, Foss and Derwent; district corridors including York's strays and green wedges which are recognised for their multifunctional value; and local corridors which may have only a few functions and in some cases are small but are valuable for local people or specific wildlife sites or species. York's green corridors are located in both rural and urban areas and most importantly provide a link between the two for people and wildlife.

2.18 *York New City Beautiful – Towards an Economic Vision* (2010) identifies the 'City as Park' concept and presents it as a new way of thinking about York's existing and potential green spaces as a connected system of parks that could transform the ways in which people use and experience the city. It will be important that this provision is maintained in the layout and design of areas of development to ensure this special characteristic of York is retained in the future. It sets out a view that the city centre will be focused on pedestrian movement along 'great streets', squares and parks, linked through a series of extended strays to all of the city's neighbourhoods and countryside beyond. It also sets out a vision of three new city centre parks connected by the new circular 'Rampart Park' associated with the City Walls. Beyond the city centre, it suggests that new country parks could be created at the ring road with outer and inner parks connected by enhanced and expanded strays and protected green space to create a series of green spokes. The rivers are seen as an integral part of the Green Wedges, parkways and pathways.

- 2.19 York's Green Infrastructure also includes nine Sites of Special Scientific Interest (SSSI); three of which (Strensall Common, the River Derwent and Derwent Ings) are also of international importance as indicated in the *City of York Bio-diversity Audit (2011)*. This audit identifies species and habitats which are of UK or local conservation importance and provides baseline information on which to prioritise further action. Extensive surveys have been carried out in York over the past three years to update the existing information and identify the extent and distribution of remaining areas of wildlife and biodiversity interest. This work is now complete and has identified 88 sites, covering 640 hectares (ha), that are of Sites of Importance for Nature Conservation (SINC) quality and a further 12 sites, covering a further 170ha, that are of possible SINC quality, excluding hedges. A further 48 hedgerows have also been assessed as being of SINC quality, although there will be a considerably greater number still awaiting recognition. The majority of the designated sites are wildflower rich grasslands and heaths but they also include areas of river, woodland, parkland and fen reflecting the diversity of wildlife present in York. In addition a further 137 sites covering 480ha that, whilst not of SINC quality, are still of very considerable value to the overall biodiversity interest.
- 2.20 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.
- 2.21 *The Open Space, Sport and Recreation Study (2008)* identified that in general, the quality of open spaces within the city is good; however there are concentrations of poor and average quality sites. The study found that overall; there is slight shortfall of provision of certain types of open space in certain areas, with the greatest shortfall in quantity and access to open space for young people. A review of the open space study is currently being undertaken and will help to ensure that the provision of open space, sport and recreation facilities will be adequate to meet present and future needs of the residents of York.

York's Unique Historic Environment

- 2.22 York has an outstanding historic and natural environment. The city 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.
- 2.23 Founded by the Romans in 71AD as a major strategic fortress, York developed into the capital of the northern province of Britain and has been an important city, both politically and economically since. The Vikings, who occupied the city in 866AD, created a great trading centre with links right across Europe. Following the conquest of 1066 William the Conqueror built a castle at York firstly at the confluence of the Foss and the Ouse and then at the area now known as Baile Hill. During the medieval period York was England's second city with the Minster achieving its present form in a long building campaign that lasted from the early thirteenth century to the late fifteenth century. By the eighteenth century although York was no longer the economic power it had been, it was a social centre unrivalled by other northern

cities. In the nineteenth century York's economic fortunes and regional and national importance again rose when the railways came to the city and it became a key base for the chocolate industry, with Terry's Chocolate Factory being established in the city in 1767 and Rowntrees being established in the centre of York in 1862, before moving to its current location on Haxby Road in 1906.

- 2.24 York's history has provided a complex mosaic of buildings and streets unique in character. The importance of York is highlighted by the city's status as only one of five historical centres in England designated as an Area of Archaeological Importance. It's wealth of historic buildings include: York Minster, England's largest (surviving) medieval church and the largest Gothic Cathedral in Northern Europe; around 2,000 listed structures (of which 242 are Grade I and II*); and 22 scheduled monuments including the City Walls, Clifford's Tower and St Mary's Abbey.
- 2.25 The *Heritage Topic Paper (2013)* identifies six principal defining characteristics of York's historic environment. These are: Strong Urban Form, Compactness, Landmark Monuments, Architectural Character, Archaeological Complexity and Landscape and Setting. These six characteristics have been arrived at following a period of detailed assessment and analysis as set out in the appraisal. The six principal characteristics capture the fundamental special qualities of York that sets the city apart from other similar cities in England. A key challenge for York's Local Plan is to protect and enhance this unique historic environment.

Climate Change and Carbon Footprint

- 2.26 The fundamental challenge posed to humanity by climate change is acknowledged, including the responsibility of the Local Plan to contribute to York's ambitions to reduce Carbon Dioxide (CO₂) emissions as set out in the *Climate Change Framework and Action Plan (2011)*. Reduction of York's 'carbon footprint' is a key component of this approach. In line with the Climate Change Framework carbon footprint expresses the total amount of CO₂ emissions that result directly from residents' consumption of goods and services (e.g. car use) as well as indirect emissions arising in the manufacture and supply of goods and services consumed (e.g. transporting the raw material to manufacture a product or service).
- 2.27 The most up to date carbon-footprint information from the Stockholm Environment Institute York Centre, identifies that in 2009 the average York resident has a carbon footprint of 12.58 tonnes of CO₂ per year. The Climate Change Framework has a headline target to reduce the average residents' carbon footprint by 80 per cent to 3.36 tonnes of CO₂ by 2050 (based on a 2006 baseline of 12.61 tonnes). There are four key areas where the framework identified that the city's partners can drive action to make a real difference to reducing carbon emissions. These include transport, housing, food and public services. The Local Plan can aid the creation of low carbon sustainable communities, promoting a reduction in carbon footprint. This can be achieved through the location of development, sustainable design and construction, promotion of 'green' jobs, sustainable waste management and maximising the use of renewable resources. Making better use of renewable energy is particularly important.

- 2.28 At its maximum, York currently generates 5.5 Mega Watts (MW) of renewable energy. The *Renewable Energy Strategic Viability Assessment for York (2010)* completed by AEA indicates that York has the potential to generate 39 MW of installed renewable electricity capacity and 15 MW of installed renewable heat capacity by 2020. A key challenge for the Local Plan is how we generate this renewable energy. The Renewable Energy Strategic Viability Assessment indicates that York's potential to generate renewable energy is primarily through medium and large wind technologies, although this represents a key challenge given York's unique built and natural environment.

R e t a i l

- 2.29 York City Centre is an attractive and vibrant retail destination with a good range of major mainstream multiple retailers, as well as numerous special interest, independent local shops that contribute greatly to the distinct character of the area. York also provides a wide variety of leisure and cultural facilities throughout the city including museums, music venues, four theatres and three cinemas. When compared to other cities using health check indicators such as footfall rates and vacancy rates York City Centre can be seen to be a vital and viable City centre but with some particular issues of concern. Long term data shows that the City Centre has not fully benefitted from the growth of retail expenditure in recent decades, this increased expenditure has largely been met by expansion of non-central retail locations and increased leakage to other destinations within the region. The performance of the centre over recent years can be expected to have declined due to the general economic conditions, albeit that the evidence of decline is less pronounced than arguably is the case for other main centres both regionally and nationally. Larger units which have been brought to the market have tended to be reoccupied and vacancy levels and footfall levels overall are significantly better than in many other centres. However there is concern about the vacancies arising particularly in more peripheral 'secondary' streets and concern that the levels of footfall are not growing, plus the increased challenges from on-line retailing and growth of out of centre destinations
- 2.30 York has a number of out of centre retail destinations which perform a sub regional role. Monks Cross shopping park is located to the north east of the city on the outer ring road and consists of a number of high street retailers, two large supermarkets, a number of retail warehouses and a leisure centre. A recent planning permission for a community stadium enabled by large retail units adjacent to the shopping park will further enhance the offer at this out of centre retail destination. Clifton Moor Retail Park, also located to the north of the city, consists of a large supermarket, a number of retail warehouses, a multiplex cinema, leisure club and large adjacent industrial and office units. The Designer Outlet, located to the south of the city on the A64/A19 interchange, offers a range of discounted designer and high street stores with a sub-regional draw.
- 2.31 Despite this extensive array of out of centre facilities the City Centre has been able to maintain a competitive advantage although its market share has reduced. York city centre has around 1.49m sq ft (138,600 sq m) of city centre retail floorspace compared to around 1.6m sq ft (148,600 sq m) in out of centre locations. In the City Centre the market share for some sectors such as bulky household goods has

reduced, but the City Centre has been able to withstand competition in certain other sectors such as clothing and footwear and luxury and personal goods and provides a different, distinctive and unique offer. However maintaining that offer remains a significant challenge and the lack of available large floor plates has arguably held the city centre back from increasing its market share over recent decades. A second crucial challenge is maintaining high quality and competitive access to the City Centre.

- 2.32 City Centre retailing is vital to maintaining the centre's vibrancy, including finding the often high costs of looking after many of its historic buildings. It is also the most sustainable location in terms of transport choice and distances and the only shopping area with good public transport access from all parts of the city. The further and continuing growth of out of centre retail locations along with competition from other regional centres and national retail trends such as a growth in internet and home shopping are all issues that must therefore be addressed through the Local Plan. A key element of this will be to sustain and focus growth within the city centre through creating the right conditions to continue to attract visitors, residents and businesses to support footfall, spend and most importantly attracting investment into the city centre to maintain its competitive edge. *The Portas Review (2011)* highlights that out-of-town centres create an environment where the shopper comes first, with wide footways and pedestrianised streets, and good public transport and that this has taken business away from our high streets. In order to be places that people want to visit, high streets need to be accessible, attractive and safe. It will be important for the Local Plan to complement and build on the 'Reinvigorate York' and 'Get York Moving' investment and focus on making the City Centre more accessible, attractive and safe.
- 2.33 York currently has two recognised District Centres: Acomb, which is located to the west of the City Centre; and Haxby, located to the north of the city. Both these centres provide a range of shops and services, including banks, post offices, food shops, supermarkets, pharmacies and doctors surgeries. There are a number of Neighbourhood Shopping Parades within village centres (such as Copmanthorpe and Strensall) and within the main urban area, such as Bishopthorpe Road. An assessment of the city's neighbourhood shopping parades to inform the Local Plan is currently being undertaken.

Housing

- 2.34 A key challenge for the Local Plan is to deliver sufficient housing of the right type and mix to meet the city's needs. Affordability is also a key issue for York. 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 £176,769 (as at February 2013 from 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 Strategic Housing Market Assessment (2011).

- 2.35 The North Yorkshire Strategic Housing Market Assessment (2011) also suggests that housing need is much higher than was previously thought, identifying need which is well in excess of York's overall annual new housing provision. The assessment indicates that York will be required to provide for a net annual affordable housing need of approximately 790 dwellings per annum over the next five years in order to both clear the existing waiting list backlog and meet future arising household need. The analysis suggests that intermediate housing could play an important role in improving housing choice and addressing an element of housing need as well.
- 2.36 Flatted development has grown its share of the total stock profile, as a result of new development over the period 2003 to 2011. The need for houses rather than flats was a key factor in the planning approvals of housing schemes at Germany Beck and Derwenthorpe in 2007. The *Annual Monitoring Report 2010/11 (2011)* identified the housing in mix in York to be 61% flats to 39% houses (based on completions), whereas for need the balance needs to be the opposite way round.
- 2.37 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.
- 2.38 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)* 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. Hull Road, Heslington and Fishergate Wards currently have the highest proportion of HMOs, with significant concentrations also identified in the Guildhall, Clifton and Heworth Wards. Alongside increases in student numbers through expansion of the higher education sector there is likely to be an increase in the number of HMOs following changes in benefit rules in April 2012. These new rules mean 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.
- 2.39 Concentrations of HMOs can have social, cultural, physical and economic impacts on neighbourhoods. However, it is often the social element and the replacement/displacement of established residents with a transient, generally young and single social grouping that is a primary factor in residents' concerns regarding student housing. In response to these issues the Council has implemented a city wide Article 4 Direction removing permitted development rights, requiring a planning application to be submitted to change a property from a dwelling house into an HMO.

The *Draft Controlling the Concentration of Houses in Multiple Occupation Supplementary Planning Document (2012)* provides guidance on how these applications will be determined. It is important that the Council continues to monitor the spread and concentration of HMOs and take appropriate action through the Local Plan. To address the loss of family housing consideration could be given to introducing new policy approaches such as supporting purpose built and affordable student accommodation to prevent the further loss of family dwellings due to change of use to HMOs.

Community Facilities and Services

- 2.40 Increased demand for community facilities and services linked to demographic change means that in planning for our communities it is essential that the Local Plan helps to ensure that the community infrastructure needs of each neighbourhood are met. As development takes place, it will be important that the Local Plan has mechanisms in place to deliver sufficient community facilities to meet existing and future residents' needs.
- 2.41 Strategic planning, through the Local Plan has a specific role to play in helping to deliver city-wide and large scale built sports and community leisure facilities to meet residents' needs. The *Consultation Draft Built Sports Facilities Strategy (2013)* identifies that the planning system has a key role to protect and support the enhancement of existing facilities.
- 2.42 The Yorkshire and Humber NHS Commissioning Board is responsible for commissioning primary healthcare i.e. GPs, dentists and opticians. GP Clinical Commissioning Groups such as the Vale of York Clinical Commissioning Group are responsible for commissioning secondary healthcare provision i.e. hospital treatment. Secondary healthcare providers for York include the York Teaching Hospital NHS Foundation Trust and the Leeds and York Partnership NHS Foundation Trust.
- 2.43 Alongside local healthcare provision the main secondary healthcare site is the York Hospital. There is also the Bootham Park Psychiatric Hospital and two community rehabilitation hospitals at St Helens (Tadcaster Road) and Whitecross Court (Huntington Road). In ensuring that services are responsive to the current and future healthcare needs of local communities and in tackling health inequalities the Local Plan has a role to play in assisting the Yorkshire and Humber NHS Commissioning Board, GP Commissioning Groups, the York Teaching Hospital NHS Foundation Trust and the Leeds and York Partnership NHS Foundation Trust in the delivery of any new healthcare development.
- 2.44 This is also true for the emergency services, for whom facilities must be at appropriate locations to provide effective service and call out times. In York area the key emergency service providers are North Yorkshire Police, the Yorkshire Ambulance Service NHS Trust and North Yorkshire Fire and Rescue Service.

Education, Skills and Training

- 2.45 The rising number of births in York and the continued expansion of the city through new housing has made it difficult for the Local Authority to accommodate demand for pre school and primary age places in certain areas of the city. Major capital works are currently underway to help alleviate the substantial oversubscription of primary places in the Southbank area, but more investment (and possibly new school sites) will likely be needed over the next five years to help meet rising demand in the Leeman Road/Holgate, Clifton and Haxby/Wigginton areas. At the pre-school level, the free nursery place entitlement for 3 and 4 year old children will be extended to 2 year olds from September 2013. This is expected to increase pressure still further on the availability of early years places across the city.
- 2.46 Overall, numbers in the secondary sector are still falling, resulting in surplus spaces in a number of areas of the city, though the trend will reverse in a few years time. However, local demand for some of the most popular community secondary schools in the city is rising. Capital investment will be likely to be needed at these schools over the next five years to enable them to meet local demand in future. Throughout the plan period rises in demand for spaces may not fall where surplus spaces exist which will be a key challenge for the Local Plan to help address.
- 2.47 The above issues are discussed more fully in the emerging School Place Planning Framework, which will examine future supply and demand issues in the city's primary and secondary school sectors. It will be important that the Local Plan reflects any spatial implications of this Framework.
- 2.48 National education policy changes mean that in 2013, the school leaving age will be raised to 17 and in 2015, will be raised to 18. This will not necessarily mean that pupils will have to stay in the classroom or continue with academic lessons, however, they will be required to participate in some form of education or training until the school leaving age. Whilst this will be offset by falling pupil numbers in the short term, it places an emphasis on secondary and further education establishments for post 16 year olds, such as York College to provide extra skills-based training places which could potentially lead to a requirement for a physical expansion of further education premises in York.
- 2.49 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 to its recent university status, 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.
- 2.50 The skills profile of York's workforce significantly out performs regional and national averages. In a ranking of 64 of the UK's cities, York is placed sixth and ninth for

working age adults qualified at Levels 4 and 2 respectively. York also consistently achieves high levels of attainment for children and young people aged up to 19, well above national averages at entry level. 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 and training facilities.

Universities

University of York

- 2.51 Since it was founded in 1963, the University of York has become one of the UK's most successful universities. Over its relatively short 50-year history, it has demonstrated its capacity for success in terms of teaching, research, generation of new companies and jobs and of inward investment to both the region and the nation. It has evolved into a research-led university with an international standing and consistently achieves excellent results. Performance tables show it to be one of top universities in the country with a strong international standing.
- 2.52 The University of York 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 (1967)* which reserved approximately 320 hectares of land around Heslington village for the University's future expansion. The Heslington East campus, at 112 hectares, is sited within that land. In 2004 the University submitted the Outline Planning Application for its expansion onto the Heslington East Campus Extension. This Application was subject to thorough scrutiny by the Local Planning Authority and was called in for review 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 on a green field site. The factors for continued growth are still relevant today and in the future.
2. 53 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.

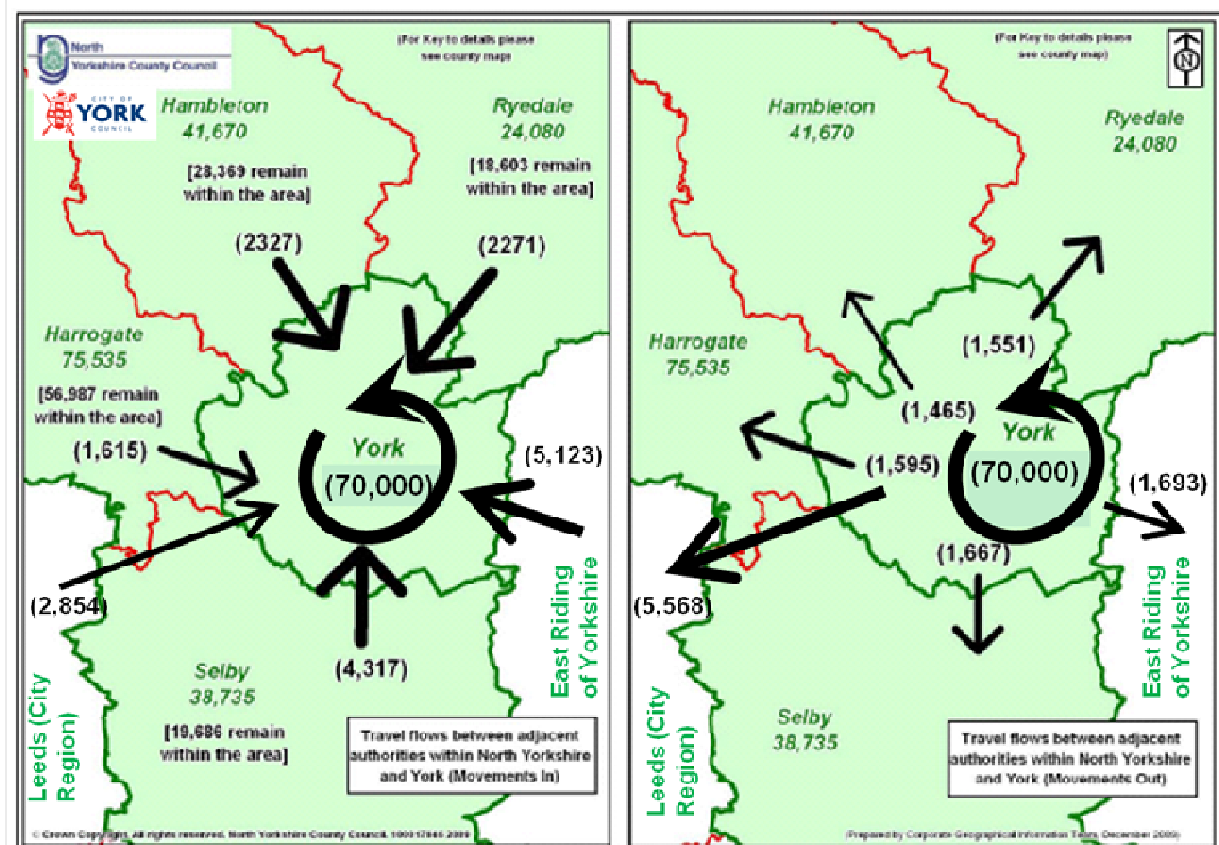
York St. John University

- 2.54 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.
- 2.55 The National Student Survey for 2011 rated the University within the top twenty in the UK for student satisfaction with the quality of academic delivery and in the same year was nominated for the second year running for the Times Higher Education Award for "Most Improved Student Experience" as voted for by students. Applications for 2012 entry rose by 11%, which represents the highest application rate at any University in England.
- 2.56 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 recently the 22.8ha former Nestlé sports ground and the Joseph Rowntree Theatre at Haxby Road have been acquired as 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

- 2.57 Within the City of York Local Authority area, there is one section of the Strategic Road Network managed by the Highways Agency, the A64(T), an all-purpose trunk road, comprising the southern and eastern sections of York bypass. To the west of the city, the A64(T) connects with the A1(M) and the National Strategic Motorway Network. To the north east, the A64(T) connects the market town of Malton and the coastal resort town of Scarborough.
- 2.58 York is one of five Local Authorities in the Yorkshire and Humber Region that experiences a net inward flow of trips to work. The 2001 census tells us that there were approximately 22,500 commute trips in to the city and approximately 17,200 commute trips out of the city at the time of the census shown overleaf at Figure 2.4 below. 83% of travel to work trips remained within York and 17% of travel to work trips were out of York to other parts of the North Yorkshire and York sub region. This reflects York's role as a major economic centre within the region. The ten-year period 1991 – 2001 saw a rise in commuting trips of approximately 65%. Future development in the city to meet housing need and its economic potential is likely to continue, and possibly accelerate, this trend. Future development in the city to meet housing need and its economic potential is likely to continue, and possibly accelerate, this trend.

Figure 2.4: Journey to Work Patterns



- 2.59 York currently faces a range of traffic issues mainly resulting from population growth and increased use of the private car that the Local Plan can help to address. The ability of York, as a major economic centre, to develop and sustain its economy, even through the current recession, is likely to continue to attract people to work in the city in the future, stimulating continued growth in the local population and more inward commuting from outside of the York area. The effect of this growth in York will be to impose further demands on its already highly constrained transport network to take it beyond its current capacity and, potentially, its capacity in the future. It will be an important role of the Local Plan to ensure that the need for growth and where this growth and type of growth (e.g. office development) takes place is balanced with the transport capacity that is or can be made available, particularly in relation to public transport provision in the city centre and elsewhere. Specific sites will also need to be carefully chosen to ensure that their development is, or can be made, viable in public transport terms.
- 2.60 Based on strategic transport modelling undertaken in 2011 and updated in 2012, it is predicted that congestion delay time across the network could almost double by 2026 and be over two and a half times the current level by 2031. To mitigate this, a range of sustainable transport measures and investment in transport infrastructure will be needed. Congestion is, therefore, a key issue, and the *City of York's Local Transport Plan 2011-2031 (2011)* (LTP3) sets out the vision, objectives and interventions for transport in the city to tackle it. The Local Plan will need to compliment and coordinate with the provision of the LTP3. It is critical that particularly for within city travel, many more journeys will need to be made by public

transport, walking and cycling and therefore location funding for transport measures and planning need to be key considerations. Transport generators should therefore be co-centralised in locations that deliver critical mass in transport terms.

- 2.61 Since the publication of LTP3 the Council has been successful in funding bids to Government for the Local Sustainable Transport Fund and the Better Bus Area Fund. It is expected that the implementation of a wide range of projects funded through these sources will enable the Council to make significant progress in improving the more active and sustainable forms of transport, and start to bring about travel behaviour change, to equal or surpass the performance of other towns and cities in the UK in encouraging people to travel in a more sustainable way. Spatial planning through the Local Plan can assist in delivering these projects. In addition, the detailed design for Access York Phase 1 has been completed, comprising a relocated and expanded Park & Ride at Askham Bar and a new Park & Ride on the A59, together with associated junction improvements and bus priority measures. Construction of these is due to start in spring 2013 subject to the successful completion of contractual processes.
- 2.62 However, even with all the reasonably practicable and deliverable transport investment in place, it is predicted that congestion delay across the network could be approaching double its current level by 2026 and could rise to over two-and-a-quarter times over its current level by 2031.

E n v i r o n m e n t a l P r o t e c t i o n

- 2.63 The Council has a legal requirement to review and assess local air quality and declare Air Quality Management Areas (AQMAs) where national air quality health based objectives are not being met. Currently, the annual average nitrogen dioxide (NO₂) objective is not being met along Fulford Main Street, in the Salisbury Terrace area and at several locations adjacent to the inner ring road and in the city centre area. AQMAs have been declared in these areas and Air Quality Action Plans have been prepared (Inner Ring Road and city centre area), or are in the process of being prepared (Fulford and Salisbury Terrace). These detail how the Council aims to improve air quality. The city centre AQMA has recently been amended. The revised order reflects the wider area of the city centre now known to be affected by breaches of the annual average NO₂ objective and includes some additional areas where breaches of the hourly objective for NO₂ have also recently been detected for the first time (George Hudson St / Rougier St). The Local Plan has an important role in helping the Council to meet its legal requirement to comply with national air quality objectives.
- 2.64 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.

- 2.65 Pollution due to noise, vibration, lighting, odour, dust, land contamination and poor air quality, either from existing sites or proposed developments, has the potential to adversely affect the environment and human health in York. It is therefore essential that these issues are adequately assessed through the development process and the Local Plan.
- 2.66 Land contamination is often found on sites which have a history of landfill or have previously accommodated a polluting industrial use. The Council aims to protect people, property and the environment from contaminants in the ground and encourage the brownfield regeneration of contaminated sites. The Local Plan will need to ensure that any land affected by contamination is made suitable for its proposed future use.

Waste and Minerals

- 2.67 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.
- 2.68 The *Let's Talk Less Rubbish: A Municipal Waste Management Strategy for the City of York and North Yorkshire 2006-2026 (May 2006)* highlights the need to develop planning policies relating to waste. This is supplemented by the existing *City of York Waste Management Strategy: 2002 – 2020 (2002, amended 2004)* and *City of York Waste Management Strategy: Refresh for the period 2008 – 2014 (2008)*. These strategies highlight the importance of developing waste management schemes and services which will enable York to meet the local, regional and national recovery/recycling targets in a cost effective manner. This must also be in line with the principles of the waste hierarchy.
- 2.69 The Council is working jointly with North Yorkshire County Council through the Inter-Authority Agreement to secure a waste treatment facility to divert biodegradable municipal waste from landfill. The solution being proposed - Allerton Waste Recovery Park - will recover value from waste left after reduction, reuse and recycling activities have taken place and will allow the York and North Yorkshire Waste Partnership to exceed their target of recycling 50 per cent of waste by 2020. The technologies being proposed include mechanical sorting and reclamation of around 20,000 tonnes per year of recyclable materials left in the waste which arrives at the facility; Anaerobic Digestion to treat food waste and produce green electricity; and Energy from Waste (incineration) which will produce enough electricity to supply around 40,000 homes (based on Office of National Statistics Data for the region). The proposed location for this facility is Allerton Quarry and landfill next to the A1M near Harrogate. A planning application for the proposal has been approved. However, the Government has subsequently withdrawn PFI credits for this scheme, which may lead to a major review of the current strategy. The Council is also pursuing a joint

Waste and Minerals Development Plan Document with North Yorkshire County Council.

- 2.70 A planning application for an energy from waste (anaerobic digester) facility with a sustainable horticulture greenhouse at North Selby Mine was submitted in 2012 and is currently being determined by the Council.
- 2.71 Minerals resource mapping undertaken by the British Geological Survey for North Yorkshire identifies broad areas of potential reserves in York for several types of mineral resources. York has not historically had a key role in providing minerals but national policy stresses the importance of safeguarding mineral deposits. There is a commitment to exploring mineral issues and work has started on the preparation of Local Aggregates Assessment, in collaboration with the North York Moors National Park Authority, the Yorkshire Dales National Park Authority and North Yorkshire County Council. It will important that minerals issues are considered as a part of the Local Plan process.

Section 3: Spatial Vision and Outcomes

You Told Us

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

- it was appropriate for the vision for York to cover the themes of the special historic and built environment, building confident, creative and inclusive communities, a prosperous and thriving economy, a leading environmentally friendly city and a world class centre for education and learning for all;
- the vision should be focused on spatial planning and be locally distinctive to strongly emphasise York's unique character;
- the vision needs to be set within a global context not just of opportunity but also of vulnerability;
- the Government's growth agenda needs to be adequately picked up;
- there is support for the intention for York to take a 'lead role' at the centre of a wide functional sub area, but it was questioned whether York should be a key driver in the region given its characteristics as a compact historic city; and
- there was a need to ensure that environmental consequences of growth are adequately understood and managed.

Preferred Approach

- 3.1 This section of the document sets out the spatial planning vision and related outcomes for the City of York. It responds to the planning issues, challenges and opportunities facing York and the outcomes of public consultation to date, including that previously undertaken on the Local Development Framework.
- 3.2 The vision and outcomes are a spatial expression of the City's Sustainable Community Strategy, 'The Strategy for York 2011 – 2025' and 'Delivering for the People of York: The Council Plan 2011 – 2015'.
- 3.3 The vision and outcomes are described in terms of the following interconnected priorities:
 - Create Jobs and Grow the Economy;
 - Get York Moving;
 - Build Strong Communities; and
 - Protect the Environment.
- 3.4 The broad priorities of social inclusion and sustainability cut across all four of the above.

Spatial Vision and Outcomes

In the City of York area over the next fifteen years the Local Plan will deliver sustainable patterns and forms of development. These will support the delivery of the city's economic and social ambitions, whilst conserving and enhancing its unique historic and natural environmental assets.

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

Create Jobs and Grow the Economy

- 3.5 The Local Plan will enable York to realise its economic growth ambitions as set out within the City's Economic Strategy:

'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.'

- 3.6 This will include York fulfilling its role as a key driver in the Leeds City Region and for the North Yorkshire Sub Area.

- 3.7 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 16,000 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 for a new CBD; in addition to safeguarding and where appropriate increasing provision on more peripheral commercial locations including: Monks Cross; Northminster; York Business Park; Clifton Moor and Naburn Designer Outlet.

- 3.8 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:

- interventions to create 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 (this will include development at Castle Piccadilly);
- 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 existing office provision complemented by commercial development on the adjacent York Central site; and

- improvements to sustainable transport infrastructure.

- 3.9 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, the College of Law, the Hull York Medical School 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.
- 3.10 Through the development of identified Strategic Sites, the Local Plan will deliver construction and development skills training for local people.

Get York Moving

- 3.11 The Plan will help deliver a fundamental shift in travel patterns by:
- 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;
 - ensuring that sustainable transport provision and planning is a key component of future development and subsequent operation;
 - provision of new stations at Haxby and potentially Strensall; and
 - helping to deliver the infrastructure to support sustainable travel; including the provision of safe new cycle and walking routes as part of a complete city wide network, high quality well located bus stops and secure cycle parking facilities, new rail and park and ride facilities.
- 3.12 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

- 3.13 The plan will identify 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 include identifying substantial areas of land for exemplar new sustainable

communities at Clifton Moor; East of Metcalf Lane, Woodthorpe, Monks Cross and Holme Hill (South East of the main urban area). 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 the elderly, students and Gypsies and Travellers and Travelling Show People.

- 3.14 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.
- 3.15 The Local Plan will provide accessible and 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 recreational open spaces and sports facilities and safe walking and cycling routes too them.
- 3.16 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

- 3.17 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.
- 3.18 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.

Natural Environment

- 3.19 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.

- 3.20 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

- 3.21 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 to, inappropriate levels of flood risk, including from the Rivers Ouse, Foss and Derwent and other sources;
 - ensure that new development delivers sustainable drainage solutions;
 - support measures to help reduce the emissions of Nitrogen Dioxide, Particulate and Carbon Dioxide from both transport and other sources;
 - contribute to the reduction of waste through supporting the 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; and
 - ensure that any development will not introduce any risk to the health of current and future residents.

Alternatives

The vision and outcomes are a spatial expression of both the city's Sustainable Community Strategy: 'The Strategy for York 2011 – 2025' and 'Delivering for the People of York: The Council Plan 2011 – 2015'. Potential alternative approaches would be to: solely use the vision from the Sustainable Community Strategy; solely use the priorities from the Council Plan; or to redraft the vision based on other priorities. It is considered appropriate to draw on the existing key strategies and plans for the City of York area to address the planning issues, challenges and opportunities facing York and that the approach is strengthened by drawing on both the Sustainable Community Strategy and the Council Plan.

Question 3.1 This is our preferred approach to the vision do you think this is appropriate or should one of the alternatives or a different approach be taken?

Section 4: Sustainable Development

National Planning Policy Framework

National Guidance says that:

- the purpose of the planning system is to contribute towards achieving sustainable development (Paragraph 6);
- sustainable development comprises of economic, social and environmental dimensions, which leads the planning system to perform the following three roles:
 - **economic**- contributing to building a strong, responsive and competitive economy;
 - **social**- supporting strong, vibrant and healthy communities; and
 - **environmental**- contributing to protecting and enhancing the natural, built and historic environment (Paragraph 7);
- these roles are mutually dependent therefore to achieve sustainable development economic, social and environmental gains should be sought jointly through the planning system. Planning should also actively guide development to sustainable solutions (Paragraph 8);
- In order to achieve sustainable development, improvements in the quality of the built, natural and historic environment, as well as in people's quality of life must be pursued, including (but not limited to): improving the ease of job creation, moving from a net loss of bio diversity to a net gain for nature, replacing poor design with better design, improving working, living, travelling and leisure conditions for people and widening the choice of high quality homes (Paragraph 9);
- plans and decisions must take into account local circumstances to ensure sustainable development is responded to appropriately in different areas (Paragraph 10);
- at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. For plan-making this means that:
 - Local Planning Authorities should positively seek opportunities to meet the development needs of their area; and
 - Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole; or specific policies in this Framework indicate development should be restricted (Paragraph 14); and
- planning policies should follow the presumption in favour of sustainable development approach so development which is sustainable can be approved without delay. All plans should set clear policies that will guide how the presumption should be applied locally (Paragraph 15).

You Told Us

This policy is a new approach arising from the National Planning Policy Framework, and therefore there have been no comments made on it as a specific policy approach in past consultation. However there has been strong support for

sustainable development as a key principle through all the various stages of the Local Development Framework process. Although implicit within comments given is a differing of views between where the balance lies between the different aspects of sustainability. This was also true with regard to the visioning consultation workshops.

Key Evidence Base

- Local Plan Sustainability Appraisal Scoping Report (2013)
- The Strategy for York 2011 – 2025 (2011)
- York the City Action Plan 2011 -2015 (2011)
- A Climate Change Framework and Action Plan for York 2010-2015 (2010)
- Creating a Sustainable York (2010)
- UK Sustainable Development Strategy- Securing the Future (2005)

National Context

National Sustainable Development

The UK Sustainable Development Strategy – Securing the Future (2005) identifies five principles and four key priorities for immediate action highlighted below:

Principles:

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

Priorities:

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

Local Context

The Strategy for York 2011 – 2025 and York the City Action Plan 2011 -2015

Without Walls partners who are responsible for both these documents are committed to making life in York more sustainable along with making communities more inclusive and enhancing the quality of life in the city.

In *The Strategy for York 2011 – 2025 (2011)* they highlight that York has the potential to lead the way in environmentally sustainable living and that the city should aim to demonstrate a strong performance in reduction of carbon emissions, more efficient use of resources and protection and enhancement of the built and natural environment. They recognise as a historical city, York presents distinctive challenges with regards to energy conservation and related issues such as transport planning.

The Strategy acknowledges that success from a sustainable development perspective requires combining economic and employment growth with reduced environmental impact as well as placing expectations on individuals to adjust their behaviour.

The need to ensure sustainable development underpins the approach in both the highlighted documents.

Sustainable York

Creating a Sustainable York (2010) highlights how everyday human activity is contributing to climate change. It demonstrates how the impacts of climate change will affect York with local changes including increased flooding, structural damage, loss of wildlife, disruption to transport networks and additional pressure on emergency services. The document explains that unsustainable actions that contribute to climate change can be altered immediately rendering them sustainable, by making less trips using private transport, improving energy efficiency in the home and reusing and recycling waste. This report is closely linked to two other documents explained below, which when used together will help the city combat climate change.

Climate Change Framework and Climate Change Action Plan

The City'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 (CO₂) emissions by 2020 and the national Climate Change Act (2008) 80% reduction in CO₂ 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.

The Action Plan is the delivery mechanism for 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.

The Action Plan highlights how planning in York can have a great impact on reducing present and future CO₂ emissions, whilst playing a vital role in creating sustainable communities whereby buildings are of the highest sustainability standards and energy demand is low and met from localised, renewable or low carbon sources. This is within the context of communities who are thriving, healthy, inclusive, environmentally friendly and well served and accessible. It is also recognised that

the planning system can also help York to prepare and adapt to future climate change by making sure the city's new and existing developments are designed to cope with a changing climate.

The Framework and Action Plan aims to 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.

Sustainability Appraisal

To ensure that policies and proposals in the Local Plan contribute to sustainable development, the document will be subject to a Sustainability Appraisal (SA), incorporating the requirements of the EU Directive on Strategic Environmental Assessment (SEA). The SA/SEA is an integral part of the plan making process as it appraises the social, environmental and economic effects of the plan from the outset, and indicates mitigation and monitoring techniques to be taken forward. The *Local Plan Sustainability Appraisal Scoping Report (2013)* explores the key sustainability issues and objectives for York as well as providing a framework for policies to be assessed against. A full SA/SEA has been prepared for this local plan and is available to view alongside this document.

Preferred Approach

Policy SD1: Sustainable Development

- 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.

- iv. The Local Plan aims to deliver sustainable development in planning terms for York whilst addressing climate change and supporting social inclusivity. Future planning in York, including future development, will need to support the delivery of the following high level objectives which are defined in the subsequent sections of the plan. The Spatial Strategy (*Sections 5 -7*) responds to all the objectives highlighted.

Create Jobs and Grow the Economy (*Section 8 and 9*)

- Support sustainable economic growth to improve prosperity whilst respecting the City's unique built and natural environment.

Build Strong Communities (*Sections 10-15*)

- Build strong, sustainable communities through addressing the housing and community needs of York's current and future population.

Protect the Environment

Built Environment (Section 16)

- Conserve and enhance York's heritage by ensuring new development is of the highest quality standards in urban design and public realm.

Natural Environment (Section 17 and 18)

- Conserve and enhance York's Green Infrastructure whilst promoting accessibility to encourage opportunities for sport and recreation, and restore and recreate sites of priority species and habitats.
- Protect and preserve York's setting and special character

Natural Resources and Environmental Protection (Sections 19-22)

- Reduce flood risk by ensuring that new development is not subject to or does not contribute to flooding.
- Ensure sustainable design techniques are incorporated in new developments and maximise the generation and use of low carbon/renewable energy resources to reduce York's carbon footprint and help adapt and mitigate against climate change.
- Improve air quality and limit environmental nuisance including noise, vibration, light, dust, odour, fumes and emissions, from development.
- Reduce waste levels through the reducing, reusing and recycling hierarchy, and ensure appropriate sites for waste management are provided.
- Safeguard natural mineral resources and maximise the production and use of secondary aggregates.

Get York Moving (*Section 23 and 24*)

- Promote sustainable modes of transport whilst delivering transport infrastructure.

- 4.1 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.

- 4.2 York is committed to being a sustainable city. The Local Plan will play a vital role in delivering a sustainable city as it will help to achieve sustainable communities across the city. 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.
- 4.3 The NPPF determines that a 'presumption in favour of sustainable development' should be taken in both plan and decision making. The objectives in the policy above all 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 above.
- 4.4 The objectives included in Policy SD1 above effectively define Sustainable Development in planning terms for York and have been developed from the Vision included in Section 3 'Spatial Vision and Outcomes'. They are linked to further sections of the plan; the policies within each of which demonstrate what the objectives mean in practice. Section 26 'Delivery and Monitoring' of the Plan includes targets that will be used to measure whether the policies are delivering.

Alternatives

Sustainable Development

1. Rely on National Planning Policy Framework to guide sustainable development
2. **Provide local level policy to guide sustainable development (this is our preferred approach)**

Question 4.1 This is our preferred approach to Sustainable Development. Do you think this is appropriate or should one of the alternatives or a different approach be taken?